

1960

Comprehensive City Plan City of Saint Augustine, Florida

George W. Simons Jr.

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Comprehensive City Plan

City of Saint Augustine

Florida

1960



SAINT AUGUSTINE,
FLORIDA

COMPREHENSIVE CITY PLAN
May, 1960

City Commission

J. Earl Mickler,	Mayor - Commissioner
Merrell E. Gilmer,	Commissioner
Walter Bugeski,	Commissioner
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City Planning Commission

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Rev. Matthew Connolly	

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Jacksonville, Florida

For and under General Direction of the Florida
Development Commission and in collaboration with
the Municipal Advisory Board of Saint Augustine,
Florida.

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through an Urban Planning Grant from the Housing and
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701 of the Housing Act of 1954, as amended.

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THE BEGINNINGS

"It all began at a little bay on the east coast of Florida during September of 1565. Two large galleons rode at anchor outside the harbor entrance, while three smaller craft were moored within. The ships were part of the fleet of Don Pedro Menendez. They brought an expedition from Spain to establish settlements in Florida. A Spanish detachment, which previously disembarked, was drawn up along the bank to greet the landing party. From their ranks a robe-clad priest emerged holding aloft a cross and singing the Te Deum Laudamus. The priest related - 'I took the Cross and went to meet him singing the hymn Te Deum Laudamus. The General - - marched up to the Cross, knelt and kissed it. The General then took formal possession of the country in the name of his Majesty, and all the captains took the oath of allegiance to him as their leader and Governor'".

"Beneath the gnarled oaks festooned with moss, the Spanish knelt before a rustic altar to celebrate the first parish Mass on Florida soil".

"When he had first come upon this little bay and inlet, chosen for his base, he gave it the name Saint Augustine in honor of the Saint's day (August 28th) on which his ships first sighted the Florida Coast".

From "Saint Augustine - Capital of La
Florida", by J. T. Van Campen

An exhaustive treatise on the history of Saint Augustine is beyond the scope of this report. It is needless to say that Saint Augustine is the oldest settlement or city in the nation - that it has lived under four flags and was the spot where Ponce de Leon is said to have found the Fountain of Youth.

History is a part of the life of Saint Augustine. In its quaint narrow streets, the massive old fort, the city gates, oldest house and school one can dream of the happenings of centuries ago. Here is the atmosphere of an ancient past amidst the recent developments of a modern day. History is the greatest contributor to the economy of the city. History will always be synonymous with Saint Augustine. As generations in the past have traveled and paid homage to a rich heritage so new generations will continue to make this trek to the old shrines and places of interest.

The historical past of Saint Augustine is divided into two parts: that early past identified with the various foreign powers and the more recent past identified with Henry M. Flagler - founder and developer of Florida's east coast.

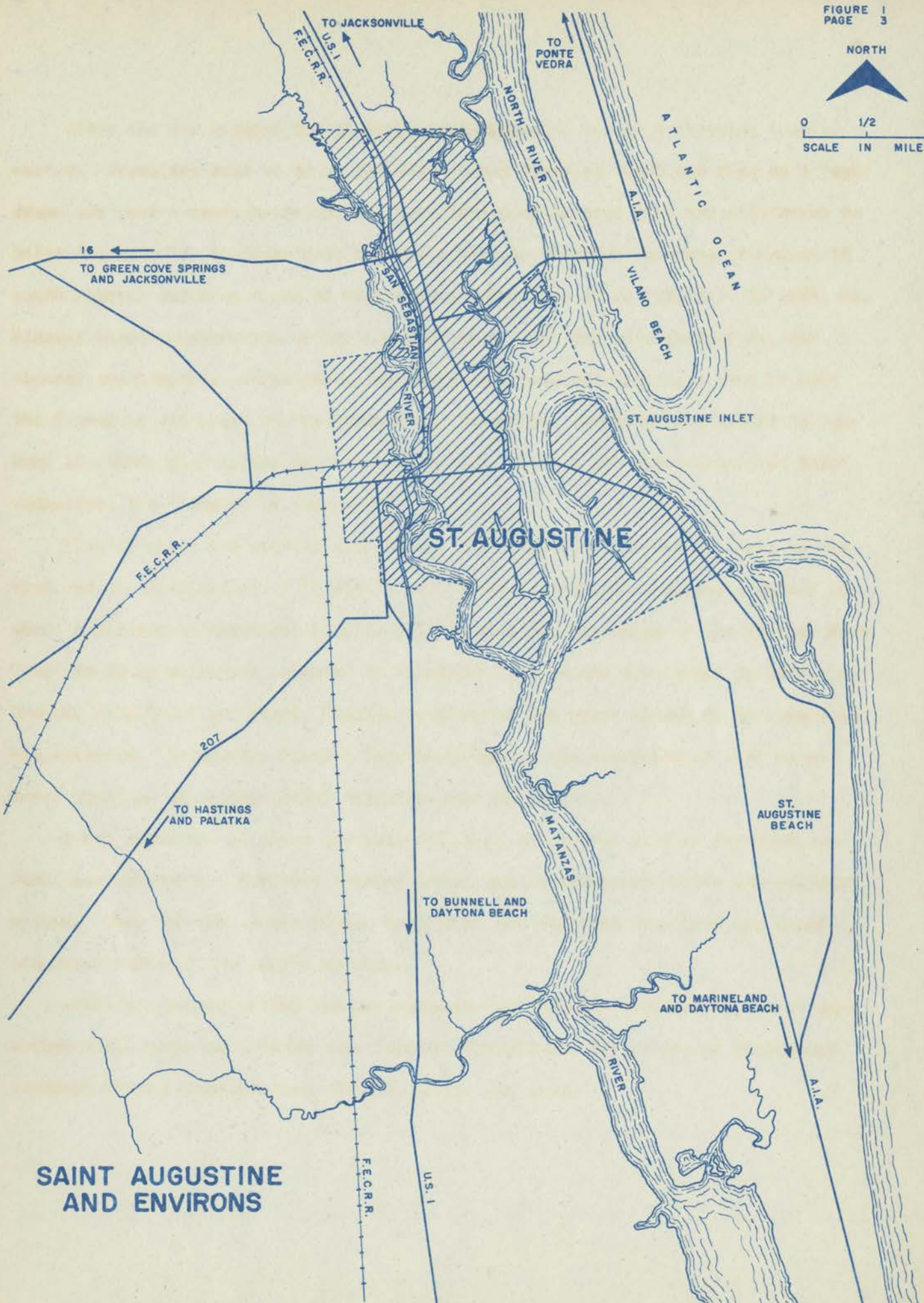
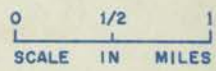
After the War Between the States, Saint Augustine became a thriving tourist center. Travelers used to go up the Saint Johns River to Tocoí and then by a "mule drawn car over a crude railroad that ran fifteen miles east thru the wilderness to Saint Augustine". In those days and prior thereto there was nothing of moment in south Florida but soon a man of vision came along - Henry M. Flagler. In 1885, Mr. Flagler began construction of the Ponce de Leon Hotel and soon thereafter, the Alcazar and Cordova. These were, for their day, massive structures that brought the flavor of old Spain to the community. The Ponce, completed and opened on January 10, 1888, soon became the mecca of wealth, fashion and aristocracy and Saint Augustine, the "Newport of the South".

Flagler was a far sighted individual. From his Saint Augustine home, he envisioned the development of Florida's east coast. First, he acquired a number of small railroads in northeast Florida which marked the beginning of the Florida East Coast Railroad which was extended to Palm Beach in 1894 and into Miami in 1896. At Ormond, Palm Beach and Miami, Flagler constructed his great hotels to be served by his railroad. These many Flagler operations marked the beginning of east coast development of which then, Saint Augustine was the capitol.

Saint Augustine in those pioneering days in the latter part of the 19th century, was primarily a thriving tourist center and headquarters of the new railroad system. Thru the many years since, tourism and the railroad have been the chief component parts of the city's economy.

Altho the nature of the tourist business has changed considerably, Saint Augustine still ranks as a number one tourist attraction. Its points of historical interest attract approximately 500,000 people per year.

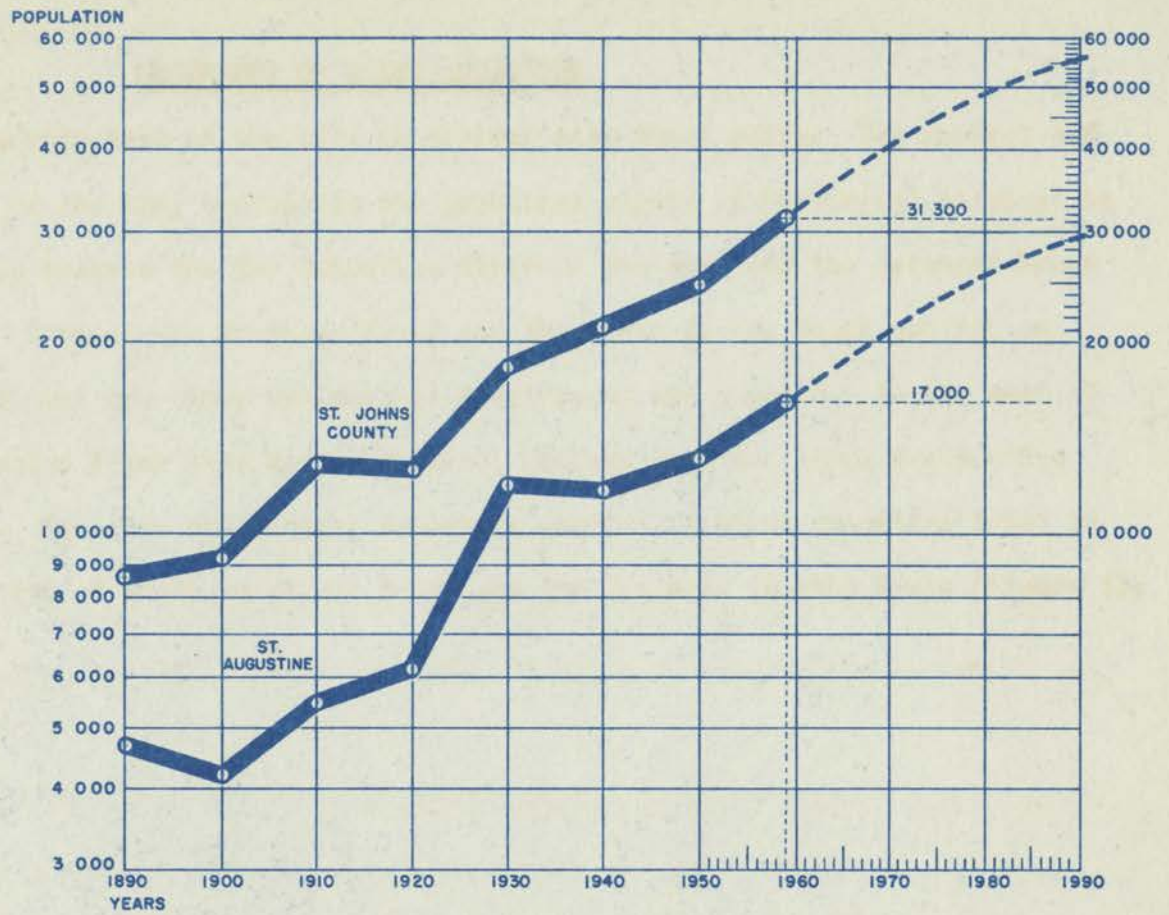
NORTH



GEOGRAPHY OF SAINT AUGUSTINE

The corporate area of the city is divided into three parts. The central and main portion of the city containing the principal points of historical interest is on a peninsula between the San Sebastian River on the west and the Matanzas River on the east. Between the Matanzas River and the ocean is the beach section on which Davis Shores and other residential development are located. To the west of the San Sebastian River lies West Augustine, College Park and other residential developments. Opposite the central peninsula portion is Saint Augustine Inlet to the ocean, north of which is Vilano Beach and the Tolomato (North) River (Figure 1).

CITY OF SAINT AUGUSTINE, FLORIDA



POPULATION GROWTH AND PROJECTIONS

When Jamestown was established in Virginia in 1607, Saint Augustine was already 42 years old with a population of more than 175 persons as reflected by the Baptismal records. From that time, growth was gradual and by the end of 1760 - fifteen years before the Battle of Lexington - the population of Saint Augustine was 2,750 persons.

The first official record of the population of Saint Augustine appeared in the federal census of 1890, with 4,742 persons. In that year, the peninsular part of Florida south of Saint Johns County had less than 150,000 persons but in the northern tier of counties from Escambia to Saint Johns there were some 240,000 persons. Jacksonville then was the largest city in Florida with a population of 17,201; Pensacola was second with 11,750; Tampa was third with 5,532 and Saint Augustine, fourth.

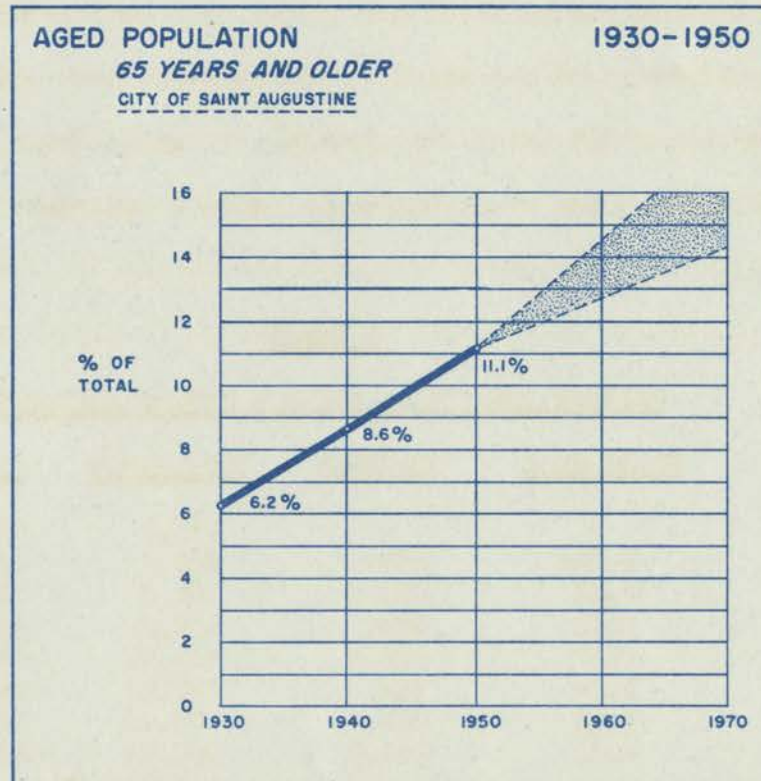
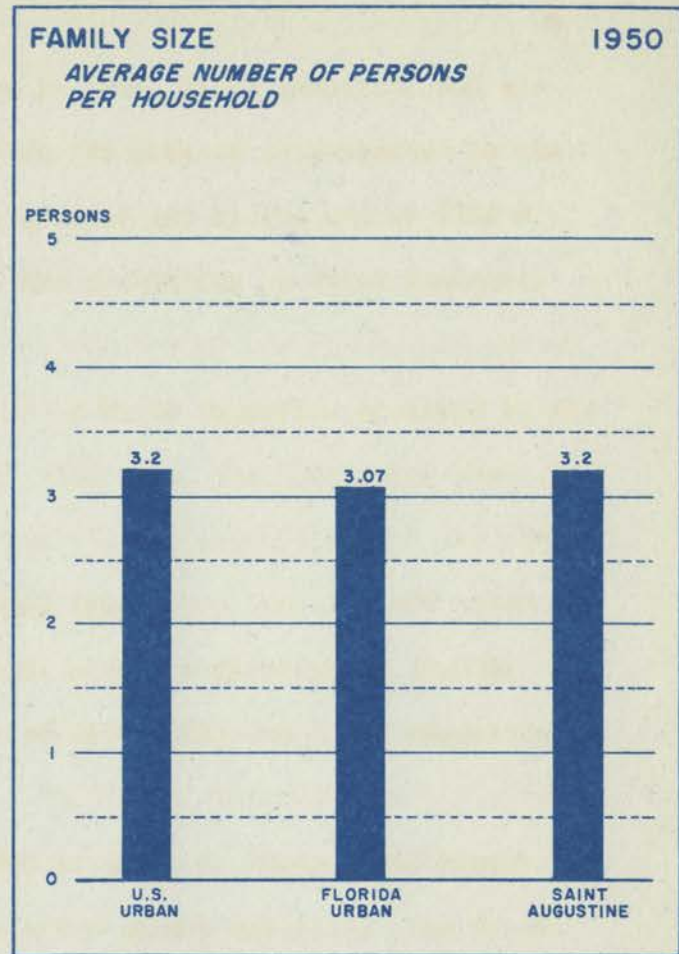
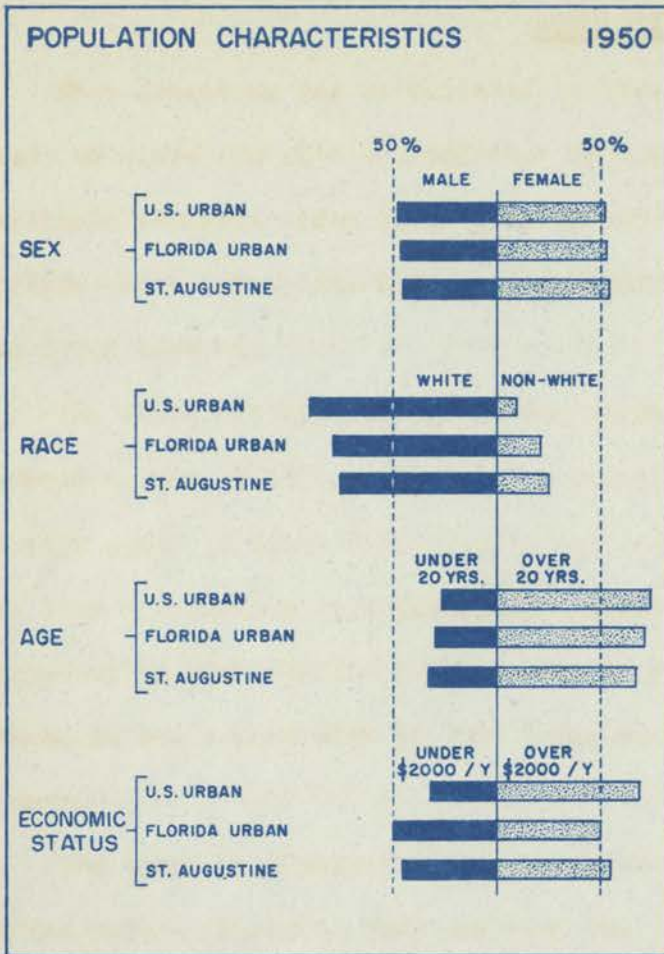
The trend of population increase since 1890 is shown in Table 1 and Figure 2. In the decade preceding 1900 and 1940 the population growth declined. The decade of greatest growth was that of 1920-1930 coincident with the "boom" of the '20's during which Davis Shores came into being, the railroad was engaged in the great task of double tracking from Jacksonville to Miami and an extensive shrimp and fishing industry was developing. The depression of the '30's and the receivership of the railroad were doubtless factors contributing to the population decline of 1930-1940.

TABLE 1

POPULATION GROWTH - SAINT AUGUSTINE, FLORIDA

<u>YEAR</u>	<u>POPULATION</u>	<u>INCREASE</u>	<u>% INCREASE</u>
1890	4,742	-	-
1900	4,272	-470	-10.0
1910	5,494	1,222	28.6
1920	6,192	698	12.7
1930	12,111	5,919	96.0
1940	12,090	-21	-0.2
1950	13,555	1,465	12.1
1959*	17,000	3,445	25.4

*Estimated



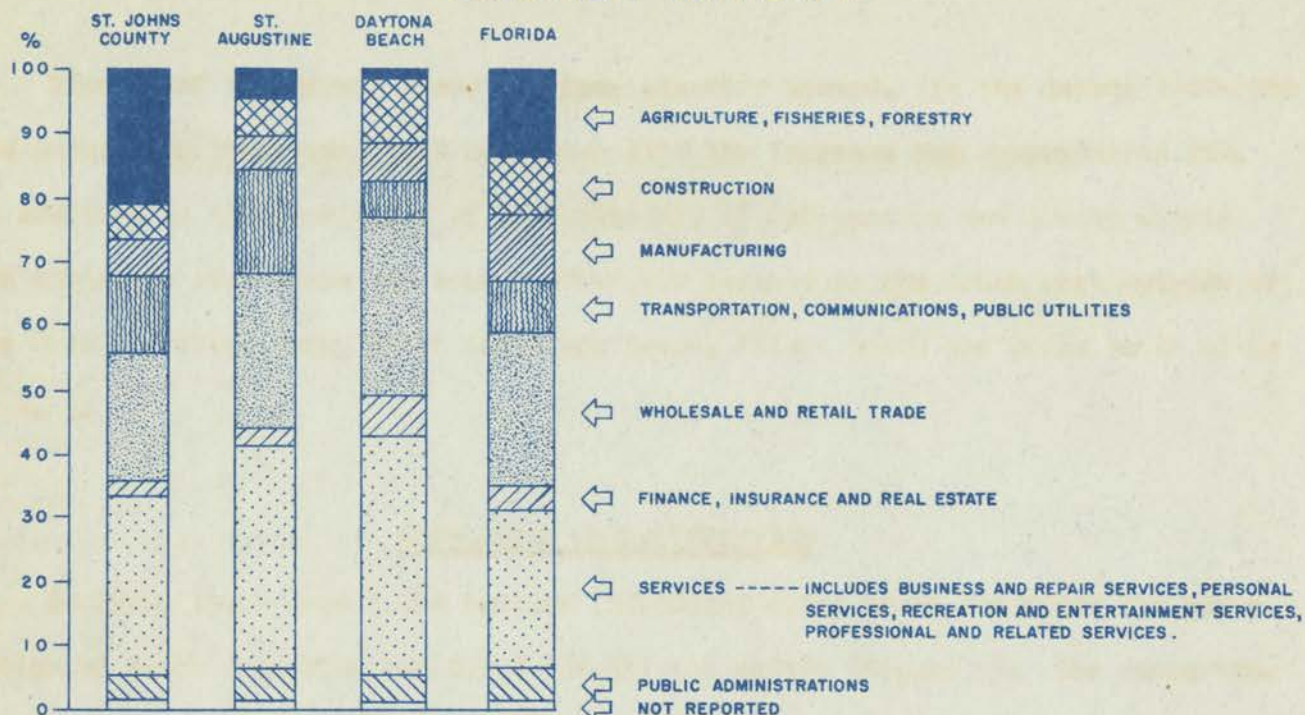
Since 1940 the growth trend has been steadily upward. In the decade 1940-1950 the population increased 12.1% but since 1950 the increase has approximated 25%. In addition to the population of approximately 17,000 persons now living within the corporate area there are some 4,000-5,000 located in the urban area outside of the City - College Park, Saint Augustine Beach, Vilano Beach and areas south along U. S. 1.

POPULATION CHARACTERISTICS

In 1950, there were 7,294 females (53.6%) and 6,261 males (46.4%) in the population of Saint Augustine and 3,290 (24.3%) non whites (Figure 3). The percentage of non-whites in Saint Johns County was 33.3%. The median of school years completed for those over 25 years of age was 10.2%. Of those 25 years of age and over in 1950, 16.4% of the males and 14.5% of the females had completed a college or university education.

There were 5,309 persons (37%) of the population over 14 years of age gainfully employed in 1950. Figure 4 and Table 2 show how this labor roll is divided among the various lines of endeavor. As might be expected, Fishing, Transportation and Manufacturing accounted for nearly one-third of the total labor roll and of this category, one-third represents Railroad. A quarter of the workers were engaged in Wholesale and Retail Trade but 38% in the various Services enterprises.

EMPLOYMENT DISTRIBUTION



DISTRIBUTION OF POPULATION BY AGE GROUPS CITY OF SAINT AUGUSTINE

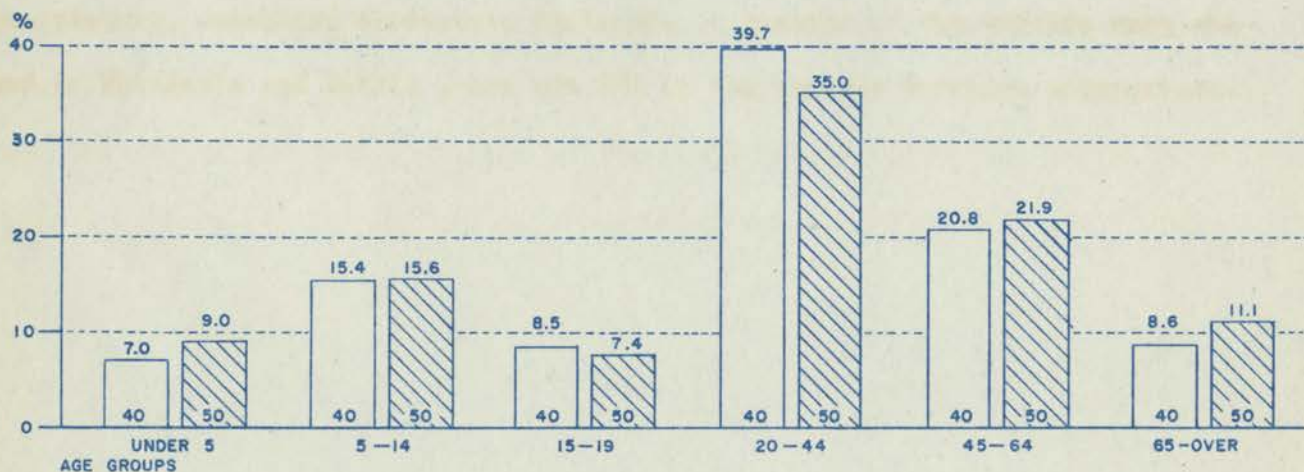


TABLE 2

EMPLOYMENT IN SAINT AUGUSTINE AND SAINT JOHNS COUNTY, 1950
(over 14 years of age)
FROM U. S. BUREAU OF THE CENSUS

	<u>SAINT AUGUSTINE</u>		<u>SAINT JOHNS COUNTY</u>	
	<u>NUMBER</u>	<u>%</u>	<u>NUMBER</u>	<u>%</u>
Agriculture, Fisheries, Forestry	244	4.6	2,022	21.2
Construction	319	6.0	569	5.9
Manufacturing	278	5.2	566	5.9
Transportation, Communications & Public Utilities	863	16.2	1,143	12.0
Wholesale & Retail Trade	1,259	23.7	1,837	19.2
Finance, Insurance, Real Estate	157	2.9	213	2.2
Various Services	1,851	35.0	2,707	28.2
Public Administration	266	5.0	364	3.7
Not Reported	72	1.4	164	1.7
TOTAL EMPLOYED OVER 14 YEARS OF AGE	5,309	100.0	9,585	100.0

These data indicate that the people of Saint Augustine are engaged in diversified industrial enterprises however the Services which include all those activities identified with the historical background, predominate. The railroad also is an important factor in the welfare of the community. 70% of those employed work for the railroad, in the various trades (wholesale and retail), education and public administration and the many services.

Altho more recent employment data are not available specifically for Saint Augustine, comparable data for Saint Johns County from the Florida Industrial Commission for 1957 shown in Table 3 reflect that nearly 47% of those employed in the County are in the Services enterprises, 26% in Wholesale and Retail Trade; Manufacturing, Construction, Transportation and Agriculture accounted for nearly 26%.

TABLE 3

SAINT JOHNS COUNTY EMPLOYMENT BY INDUSTRY FOR ESTABLISHMENTS
COVERED BY THE FLORIDA STATE UNEMPLOYMENT COMPENSATION ACT

<u>INDUSTRY</u>	<u>ESTABLISHMENTS OF 4 OR MORE EMPLOYEES AVERAGE MONTH</u>	
	<u>1956</u>	<u>1957</u>
Total for all Industries	4,315	4,744
Agriculture, Forestry, Fishing	156	153
Contract Construction	408	467
<u>MANUFACTURING</u>	430	458
Food & Kindred Products	66	63
Printing, Publishing, Allied Industries	106	123
Other Manufacturing	258	272
Transportation, Communications, Utilities	159	154
Wholesale Trade	157	181
Retail Trade	921	1,046
Finance, Insurance, Real Estate	253	301
Service Industries	1,766	1,807
Other Non-Manufacturing	65	28
Government	-	149

AGE COMPOSITION

In 1940, about 8.6% of the population were age 65 and over whereas in 1950, the number in this older age group had increased to 11.1% (Figure 3). Also in 1940, about 40% of the population was found in the most productive age group, 20-44, but by 1950, the number in this group had declined to 35% and those in the next higher age group (45-64) had increased 1.1%.

These data, illustrated in Figure 4, indicate an ageing of the population. More older people are appearing in the population which may indicate that more retirees are settling in Saint Augustine.

INCOME

TABLE 4

INCOME OF FAMILIES AND UNRELATED INDIVIDUALS (1950)
SAINT AUGUSTINE, URBAN FLORIDA AND URBAN UNITED STATES POPULATION

<u>INCOME</u>	<u>SAINT AUGUSTINE</u>	<u>URBAN FLORIDA</u>	<u>SAINT JOHNS COUNTY</u>	<u>UNITED STATES</u>
Less than \$500	13.2%	14.5%	14.6%	10.9%
\$ 500-\$ 999	13.1%	11.2%	15.4%	6.7%
1,000- 1,499	9.6%	11.0%	12.4%	6.4%
1,500- 1,999	9.7%	10.1%	10.5%	6.5%
2,000- 2,499	10.2%	10.2%	9.6%	8.5%
2,500- 2,999	7.2%	8.1%	6.3%	8.4%
3,000- 3,499	6.5%	8.0%	5.7%	9.8%
3,500- 3,999	5.0%	5.8%	3.7%	7.4%
4,000- 4,499	3.0%	4.7%	2.7%	6.3%
4,500- 4,999	2.6%	3.2%	2.2%	4.5%
5,000- 5,999	3.2%	5.0%	2.8%	7.0%
6,000- 6,999	1.3%	2.6%	0.97%	3.9%
7,000- 9,999	2.0%	3.0%	1.7%	4.5%
10,000 and over	1.7%	2.7%	2.0%	2.9%

TABLE 5

PERSONAL INCOME PER CAPITA

	<u>FLORIDA</u>	<u>SAINT JOHNS COUNTY</u>	<u>DUVAL COUNTY</u>	<u>VOLUSIA COUNTY</u>	<u>PUTNAM COUNTY</u>
1950	1,314	1,205	1,566	1,141	883
1954	1,506	1,451	1,790	1,282	1,123
1956	1,710	1,385	1,996	1,494	1,263
1957	1,775	1,443	1,997	1,528	1,285

As revealed by Table 4, Saint Augustine is not relatively a high income area. Whereas 30.5% of the families and unrelated individuals of the United States had 1950 incomes of less than \$2,000.00, in Urban Florida and Saint Augustine the percentages in this income range were 46.8% and 45.6% respectively. 34.5% of the

families and unrelated individuals had incomes between \$2,000 and \$5,000; for Urban Florida and the United States the percentage in this group was 40% and 45% respectively. 13.3% of the families and unrelated individuals in Urban Florida had incomes over \$5,000 but the Saint Augustine percentage in this category was 8.2%

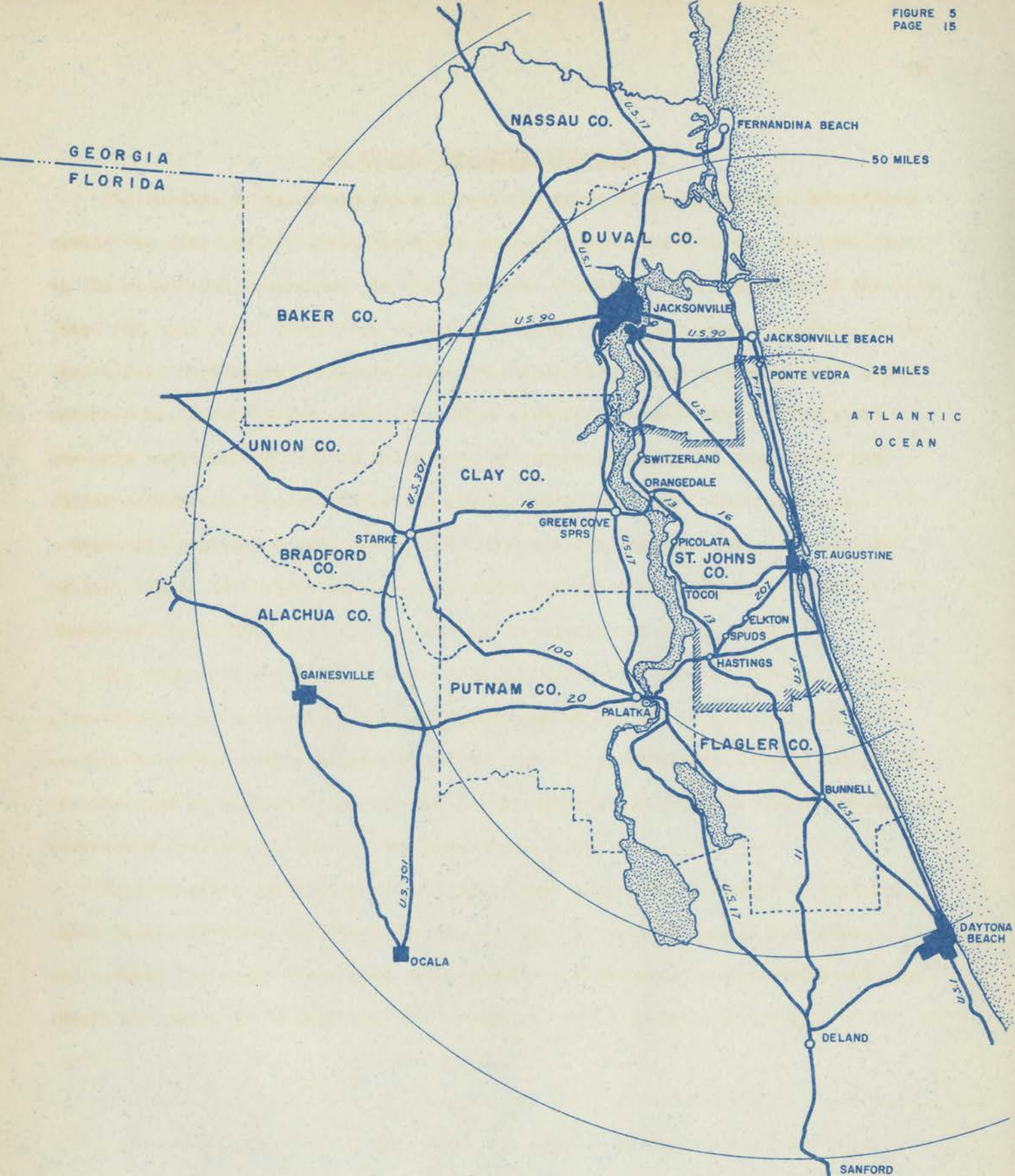
Altho incomes generally have increased since 1950, proportionately by categories they do not differ greatly. The per capita personal income for Saint Johns County increased about 20% from 1950 to 1958 (Table 5). These data reflect primarily the absence of manufacturing and other high income activities in the Saint Augustine area.

THE ECONOMY OF SAINT AUGUSTINE

The economy of Saint Augustine is the sum total of those economic activities within the city and its effective trade area that contribute income and subsistence to the people and determines the size, growth, character and importance of the city. There are such basic activities as manufacturing, fishing, pulpwood production and agriculture that export products beyond the area yet provide a ready market for merchandise, products and services. Other significant components in the local economic structure are the railroad with its administrative offices, shops and allied activities; retail stores and shops; professional and other services, government (federal, state, county and city) and tourism with its allied enterprises. These activities combined constitute the economic structure of Saint Augustine, contributing to the welfare and prosperity of its people.

The degree to which the various economic activities can be expanded and supplemented by new enterprises will determine the amount and kind of employment needed, the size of the future population, the area requirements needed for growth and the kind of physical plant needed to accommodate the people - houses, utilities, recreation facilities, schools and other facilities.

Opportunities for economic development are enhanced by a number of factors, among them - location relatively within the area or region, resources man-made and natural, accessibility, kind of government and taxation, availability of labor supply but above all - what kind of a community is it in which to live.



REGIONAL LOCATION OF ST. AUGUSTINE, FLORIDA

LOCATION

Saint Augustine, located in northeast Florida, is readily accessible from all points by rail, highway, water and air (Figure 5). It is the seat of government of Saint Johns County which extends from Duval County on the north to Flagler on the south and to the Saint Johns River on the west. Besides its historical importance, Saint Augustine is headquarters of the Adjutant General of Florida and the Florida National Guard, the National Park Service of the United States Department of Interior and from its beginning, the headquarters of the Florida East Coast Railway Company and its allied enterprises, the Model Land Company and Hotel Company. It is also the location of the Florida School for the Blind and Deaf and significantly the headquarters of the Archbishop of the Diocese of Florida of the Roman Catholic Church.

SAINT JOHNS COUNTY

Saint Johns County is devoted principally to general agriculture, cattle raising and timber production for pulpwood. The area surrounding Elkton, Hastings and Spuds stands first among the producers of Irish potatoes and cabbage in Florida, fourth among the counties of the state in cords of pulpwood and thirtieth in acreage of commercial forest lands.

Table 2 reveals that 21.2% of those gainfully employed in the County are engaged in Agriculture, Fisheries and Forestry. Most of these economic activities are carried on in the western half of the County.

In the eastern portion of the County the beach areas adjacent to Saint Augustine served by highway A-1 A are especially adapted to residential development, contributing directly to the economy of the city.

TRIBUTARY TRADE AREAS

The trade area tributary to Saint Augustine is very limited in extent because of its proximity to Jacksonville and such other urban centers as Green Cove Springs and Palatka. Exclusive of the corporate area of Saint Augustine there are currently some 16,000 persons in the county of which a third (5,000-6,000) are resident in the urban area around Saint Augustine, including the beaches. The remainder - some 11,000 or more - are resident in the agricultural areas around Elkton, Hastings and Spuds and the various settlements along the Saint Johns River and throughout the central portion of the county.

It is significant that the people residing and working in the western portion of the county and along the Saint Johns River fall readily within the trade orbits of Palatka and Green Cove Springs while those residing at Ponte Vedra and Palm Valley on the north come within the Jacksonville trade area.

The presence of Jacksonville, easily accessible to the north, Daytona Beach to the south and the distribution of major economic activities and population in Saint Johns County generally, prevent Saint Augustine from becoming an important shopping and marketing center for a large territory.

ECONOMIC ACTIVITIES

The economy of Saint Augustine is unique. Whereas the economy of Miami is identified with recreation and pleasure and that of Jacksonville with manufacturing, finance and transportation, the economy of Saint Augustine is associated primarily with history as revealed by the employment activities of its people (Table 2).

History and the big business of tourism (an average of 1,000 persons per day), inspired by it is responsible for much of the servicing businesses, and retail trade that constitute important facets in the economic structure of Saint Augustine.

Transportation is also a significant factor in the pattern of economy, with the administrative offices of the Florida East Coast Railway and its allied enterprises including shops. Commercial fishing has contributed substantially to the city's economy in the past but this business is cyclical.

As indicated in Table 2, manufacturing as an economic base is not as important at the moment as it should be. The railroad shops, the Fairchild Aviation Plant, the ship building industry, the publishing and power plants comprise the principal industrial activities in the area. According to the Census of Manufacturing of 1954, there were in Saint Augustine only thirty-one so-called consumer goods. And further, because some 70% of the county population resides in the Saint Augustine Urban Area, about 96% of the county's retail business is done in Saint Augustine (Table 6). Food and General Merchandise account for 22.5% of the retail sales of Saint Augustine and automotive and service stations, 35%. These data are a measure of the retail activity of Saint Augustine. Automotive and service station sales together exceed the sales for food.

TABLE 6

RETAIL SALES IN SAINT JOHNS COUNTY, SAINT AUGUSTINE
AND PALATKA COMPARED, 1958 (ADD 000's TO DOLLARS)

<u>TYPE OF ESTABLISHMENT</u>	<u>SAINT JOHNS COUNTY</u>	<u>SAINT AUGUSTINE</u>	<u>PALATKA</u>
Total Retail	\$26,200	\$22,560	\$28,190
% of total	100	96.0	
Food	6,418	5,327	6,154
% of total	100	83.2	
Eating and Drinking Places	2,974	2,238	1,234
% of total	100	75.0	
General Merchandise	944	793	1,799
% of total	100	85.0	
Apparel	1,484	1,404	1,495
% of total	100	95.0	
Furniture, household, appliance	1,185	1,185	1,727
% of total	100	100.0	
Automotive sales	5,464	4,853	6,023
% of total	100	89.0	
Gas stations	3,434	3,034	2,315
% of total	100	88.0	
Lumber, building materials, hardware	1,367	1,114	990
% of total	100	81.0	
Drug stores	1,241	1,188	1,668
% of total	100	90.0	

(Sales Management Magazine - May 1959)

The Effective Buying Income of the County (1958) was \$45,498,000 of which 61% was in Saint Augustine. Table 7 reflects the percentage distribution of personal income by major industrial sources as of 1957 for the State of Florida, Saint Johns, Putnam and Duval Counties. It will be noted here the importance of Agriculture in Saint Johns County as compared with its neighboring counties. The relative importance of Transportation and Utilities and particularly, the service trades and professions in Saint Johns County are also emphasized.

TABLE 7

PER CENT DISTRIBUTION - MAJOR INDUSTRIAL SOURCES -
PERSONAL INCOME - FROM "ECONOMIC LEAFLETS", 1958
 (in thousands of dollars)

	<u>FLORIDA</u>	<u>SAINT JOHNS COUNTY</u>	<u>PUTNAM COUNTY</u>	<u>DUVAL COUNTY</u>
TOTAL	\$7,647,000	\$49,679	\$43,101	\$892,589
<u>EXTRACTIVE, PROCESSING, FABRICATION</u>	22.2%	21.9%	47.0%	16.1%
Agriculture, Forestry	4.9%	11.0%	8.7%	0.5%
Mining, Fishing	0.7%	0.5%	1.5%	0.1%
Manufacturing	8.1%	3.5%	29.6%	9.3%
Construction	8.5%	6.9%	7.2%	6.2%
<u>TRADES, SERVICES & RELATED INDUSTRIES</u>	40.6%	44.4%	25.4%	45.2%
Transportation, Communications, Utilities	5.9%	12.0%	3.6%	7.6%
Finance, Real Estate, Insurance	4.9%	2.9%	2.1%	7.0%
Retail and Wholesale Trades	17.6%	11.1%	11.8%	20.4%
Service Trades, Professions	12.2%	18.4%	7.9%	10.2%
<u>GOVERNMENT</u>	20.8%	18.4%	16.7%	22.3%
UNCLASSIFIED	16.4%	15.3%	10.9%	16.4%

ART, CULTURE AND EDUCATION

The "atmosphere" of Saint Augustine with its background of church and governmental history attracts many students of history and art. Artists groups or colonies under the direction of teachers of national renown, operate here seasonally. Culturally also are the historical society group and the Little Theatre. These various activities have impressed themselves on the cultural and economic life of the area, attracting many people to the city who remain for periods of varying lengths.

The Florida School for the Deaf and Blind with its several hundred students and staff not only contribute to the economy of Saint Augustine directly but bring into the city many parents and relatives of students during the year.

IMPORTANCE OF HISTORY TO THE ECONOMY

History occupies a dominant position in the economic structure of Saint Augustine. It is responsible for many of the economic activities that operate and employ people in the city. So, in contemplating any plans for the future in an atomic age, the historical phases of the city's life must not be submerged.

Three centuries of growth, steeped in a rich historical background of adventure, struggles for power, hardships and an abiding faith in God, a distinctive personality was woven into the fabric we know as Saint Augustine. It is this heritage from the past that draws thousands of people to the city each year - to wander thru its quaint, narrow streets and lanes, visit its many points of historical interest, its religious shrines and other attractions and to spend money in shops, stores, restaurants, hotels and motels and elsewhere.

History has imparted to Saint Augustine, as a part of its personality, a certain aura or atmosphere that is particularly pleasing to the retiree seeking a homesite amidst a culture reminiscent of the past.

Table 10 discloses the number of people who have visited the Castillo de San Marcos, in the years 1950 to June 1, 1959. Whereas many of these thousands may have spent only a few hours in Saint Augustine, others may have spent several days or weeks and a considerable number may have remained as new residents. But regardless, each visitor did contribute something to the economy of the city.

TABLE 8.

REGISTRATIONS - CASTILLO DE SAN MARCOS

<u>YEAR</u>	<u>TOTAL VISITORS</u>
1950	357,679
1954	503,507
1955	478,886
1956	440,760
1957	451,177
1958	373,481
1959 (to June 1)	115,202

FUTURE PROJECTIONS

The growth and development of a community depends on its economic base - the sum total of those activities that contribute income and subsistence to the people. In the foregoing pages a picture of the people of Saint Augustine has been presented and how they make their living. The question now is, what new economic activities can be introduced into the area to attract more people and simultaneously raise the community's income and buying power.

Since 1950, the rate of population increase has averaged about 2.5% per year. A continuation of this rate of increase for the next decade will result in a 1970 population of approximately 21,000 persons (Figure 2). But to be assured of this

rate of increase and this population the economic base of the city should be broadened. Of the population increase generally anticipated for Florida as a whole, Saint Augustine will get its share but that of itself will be insufficient to sustain the rate of increase. New economic opportunities are necessary to replace and enhance some that have shown evidences of weakness.

Saint Augustine, thru the machinery of its Chamber of Commerce, the Model Land Company, the banks and the City Commission should concentrate on the acquisition of new manufacturing plants. To the west of the city is considerable acreage conveniently located on rail and highway that should be developed into an industrial park. There are hundreds of industrial operations located in large metropolitan areas that are seeking locations in new areas, but they need to know the assets and potentials of the areas into which they might locate. A few new industries located in the Saint Augustine region would do much to inject a new interest in an old city. Then, as new industries arrive, other businesses and services will follow. It has been said by economists of the Chamber of Commerce of the United States that for every 100 new factory workers 296 more people, 112 more households, 51 more school children and 4 more retail establishments would be added to the community.

CHAPTER II

LAND USES AND THE GENERAL LAND USE PLAN

"Land Use Planning is a part of (the) larger process of city planning. (It) is basically concerned with the location, intensity, and amount of land development required for the various space using functions of city life--industry, wholesaling, business, recreation, education, housing and the religious and cultural activities of the people".

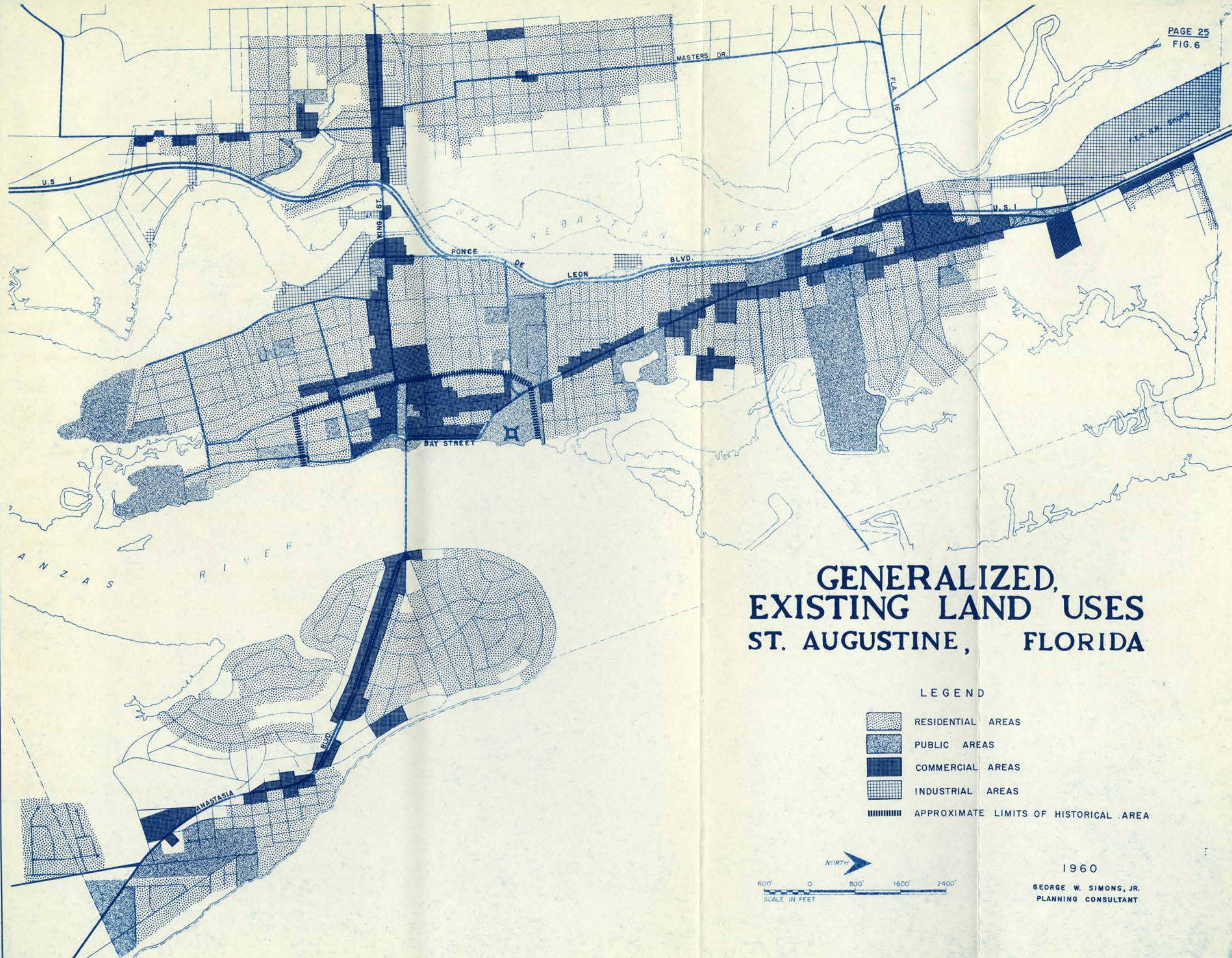
"Urban Land Use Planning" - Chapin.

LAND USE IN ST. AUGUSTINE

The early sixteenth century village of St. Augustine was confined within a walled city. It was oriented toward the sea, which provided the dominant means of commercial transportation of that age. The commercial and governmental activities were centered around the Plaza, a strategic focal point around which homes, churches, and schools were erected.






Over the centuries the small, colonial settlement expanded to meet the requirements of population growth and the advances of new technologies, adjusting itself to changes in transportation, first to the dominance of the railroad and later, the highway.

Figure 6 shows the approximate limits of the City during its early history--known as the historical area--compared to the present corporate limits. Beyond the corporate limits there is also additional settlement known as the urban area. Although we are viewing the St. Augustine of today for a fleeting moment in a way that it did not exist a few years ago nor will ever appear again, a knowledge of the existing land use composition is fundamental to sound planning of the future city. The amounts of land occupied today by the various uses provide a guide to future land requirements.



GENERALIZED, EXISTING LAND USES ST. AUGUSTINE, FLORIDA

LEGEND

-  RESIDENTIAL AREAS
-  PUBLIC AREAS
-  COMMERCIAL AREAS
-  INDUSTRIAL AREAS
-  APPROXIMATE LIMITS OF HISTORICAL AREA



1960

GEORGE W. SIMONS, JR.
PLANNING CONSULTANT

LAND USE COMPOSITION

A base map, drawn to a scale of one inch to four hundred feet, was prepared as an initial step, after which every parcel of land in the city was inventoried. A colored map was prepared, the various uses being indicated in different colors--commercial, residential, industrial, and public. A generalized existing land use map is shown in figure 6, this is the land use pattern that has developed through the centuries.

TABLE 9.

LAND USES IN ST. AUGUSTINE, 1959

<u>CLASSIFICATION</u>	<u>Acres</u>	<u>Per Cent of Corporate Area</u>	<u>Per Cent of Developed Area</u>
TOTAL RESIDENTIAL	560.0		39.9
Single Famile	495.0		35.2
Two Family	39.0		2.8
Multiple Family	26.0		1.9
COMMERCIAL	124.0		8.8
TRANSPORTATION AND INDUSTRIAL	208.8		14.8
STREETS	301.0		21.4
PUBLIC & SEMI-PUBLIC	212.7		15.1
DEVELOPED AREA	1406.5	29.0	100.0
WATER OR TIDAL MARSH	1654.0	34.0	
UNDEVELOPED LAND	1796.0	37.0	
CORPORATE AREA	4857.0	100.0	

The spaciousness of St. Augustine's setting is revealed in the land use statistics, as 34 per cent of the total area is in water or tidal marsh, which provides much open space of scenic beauty. Of the corporate land area 44 per cent is developed, and 56 per cent is undeveloped. Obviously there is enough vacant land within the existing corporate area to accommodate population growth, commercial, industrial, and other needs for many years to come.

TABLE 10.

ST. AUGUSTINE LAND USES COMPARED WITH OTHER CITIES

PERCENTAGE OF DEVELOPED AREA

<u>CLASS</u>	<u>ST. AUG.</u>	<u>33 SATELLITE CITIES*</u>	<u>DELAND</u>	<u>FT. WALTON BEACH</u>
TOTAL RESIDENTIAL	29.9	42.0	47.2	37.6
Single Family	35.2	36.2	42.5	35.3
Two Family	2.8	3.3	2.5	.8
Multiple Family	1.9	2.5	2.2	1.5
COMMERCIAL	8.8	2.5	5.2	6.9
TRANS. & INDUSTRY	14.8	12.5	1.3	1.6
STREETS	21.4	27.7	29.6	34.6
PUBLIC, SEMI-PUBLIC AND OPEN SPACE	15.1	15.3	16.7	19.2
TOTAL DEVELOPED AREA	100.0	100.0	100.0	100.0

*Land Uses in American Cities - Bartholomew

In percentage of area used for dwellings, St. Augustine compares favorably with other cities of comparable population, and like most small cities, the predominant dwelling type is the single family home. St. Augustine, on the other hand, compares unfavorably in the percentage of its total developed area devoted to street right-of-ways. This, of course, reflects the pattern of narrow streets growing out of its early history.

An unusually large percentage of area is used for transportation and industry, when compared to other Florida cities of comparable population however, this is due largely to the requirements of the Florida East Coast Railway, a considerable portion of which is in the Miller Shops. When compared to 33 cities of comparable size throughout the country, this figure is not out of line.

The unusually large percentage of land consumed by commercial uses, which amounts to nearly 9% of the total developed area, exceeds that of all other cities of comparable population with which it is compared. This unique fact is just cause for concern, particularly when considered with supplemental information resulting from field studies on the quality of the commercial districts, their distribution into strip districts on the land-use map, and the effect on residential neighborhoods.

MIXING OF LAND USES

Over the years St. Augustine has developed an excessive amount of business along its highways and main traffic arteries. These strip commercial districts have been permitted to wantonly penetrate residential areas on the fallacious premise that "all highway frontage is business frontage". Although the nature of St. Augustine's tourist economy does afford an opportunity and economic justification for more business uses than are found in the average American city of comparable size, St. Augustine's requirements in this respect are not unlike those.

of many other Florida cities. Generally, 5 to 7% of the total developed area is all that is required for business in Florida cities. Some percentage for purposes of comparison are: Orlando, 7.5%; West Palm Beach, 6.5%; Deland, 5.2%; Ft. Walton Beach, 6.9%.

Field study reveals that many of the commercial districts are suffering from over development and poor placement. Study of the existing land uses map reveals some 12.7 miles of highway frontage within the corporate limits spotted with business structures. Only 50% of this frontage however is actually developed for commercial uses; the remainder is either vacant or used for residential purposes. If business districts were properly developed into nucleated, compact centers, considerable land could be conserved for other uses. Once an area has been spotted with business it is ruined for good residential use.

TABLE 11

ANALYSIS OF USE MADE OF HIGHWAY FRONTAGE IN ST.
AUGUSTINE THAT IS GENERALLY CLASSIFIED FOR
COMMERCIAL AND INDUSTRIAL USES.

<u>AREA</u>	<u>TOTAL FRONTAGE*</u>	<u>FRONTAGE DEVELOPED FOR COM. & IND. USES</u>	<u>% OF TOTAL FRON- TAGE THAT IS DEVELOPED FOR COM. & IND. USES</u>
Annastasin Is. (A. 1 A.) to City Limits)	12,600 ft.	7,850 ft.	62.3%
San Marco Avenue (North of Fort)	22,900 ft.	9,600 ft.	41.9%
King Street (Cordova St. west to City Limits)	10,280 ft.	7,150 ft.	69.5%
Ponce de Leon Boulevard (U.S.1) from N. City Limits to Carrera St.)	<u>21,200 ft.</u>	<u>9,130 ft.</u>	<u>43.0%</u>
T O T A L	66,980 ft.	33,730 ft.	50.3%

*Frontage figured is the actual lot frontage and does not include street intersections nor any other unusable highway frontage.

BLIGHTED AREAS

A city as old as St. Augustine can be expected to have a considerable number of blighted areas containing structurally deteriorated buildings. There are also several areas reflecting a high incidence of dilapidation. Blighted business districts as well as blighted residential areas exist, but the latter cause most concern in making the city a good place in which to live. Structural deterioration and mixed land uses go hand in hand to destroy healthy neighborhoods. It is not possible to find any neighborhood in St. Augustine that is entirely free of some blighting influences. This land use problem will be discussed in more detail in Chapter IV on Neighborhoods and the Area Treatment Plan.

THE LAND USE PLAN

Cities are not static; they grow and change in many ways. Cities grow in size through geographical expansion; they may expand in population by an intensification of land use; and they change to meet new conditions wrought by technological change, particularly in transportation. Today, most cities are struggling to redesign their antiquated street pattern to better fit the needs of the automobile. Decentralization--made possible largely by the automobile--is resulting in the redevelopment of some residential properties into commercial uses, particularly along the major streets. Industry is finding it advantageous to leave the congested areas of the city and to relocate on the urban fringe where large sites are available for spacious development and to provide for employee parking. The land for needed future expansion must be provided in the plans of each industry.

As new areas of cities are developed, others decline, and some die. Blight is a disease of cities resulting from deterioration of structures and mixing and mislocation of land uses. Many cities are finding it necessary to raze the blighted areas and build anew upon the raw land. Land is the city's most basic resource. There is a limited supply, its use must be conserved, and periodically it must be renewed.

The land use plan is an instrument of redirecting the city's dynamics for change into a pattern of orderly, progressive growth.

Figure 7, the Land Use Plan, is one such vision for orderly growth. It provides both a plan and a prediction of what St. Augustine's land uses may be some twenty years hence. However, the plan represents an ultimate generalized pattern of orderly land uses for the total area, predicated on population growth to some 26,000 persons in 1980, which will not be sufficient to require 100% utilization of all the land in the area planned. A much larger population can be supported when the entire planned area is developed to its ultimate potential.

LAND USE PLAN

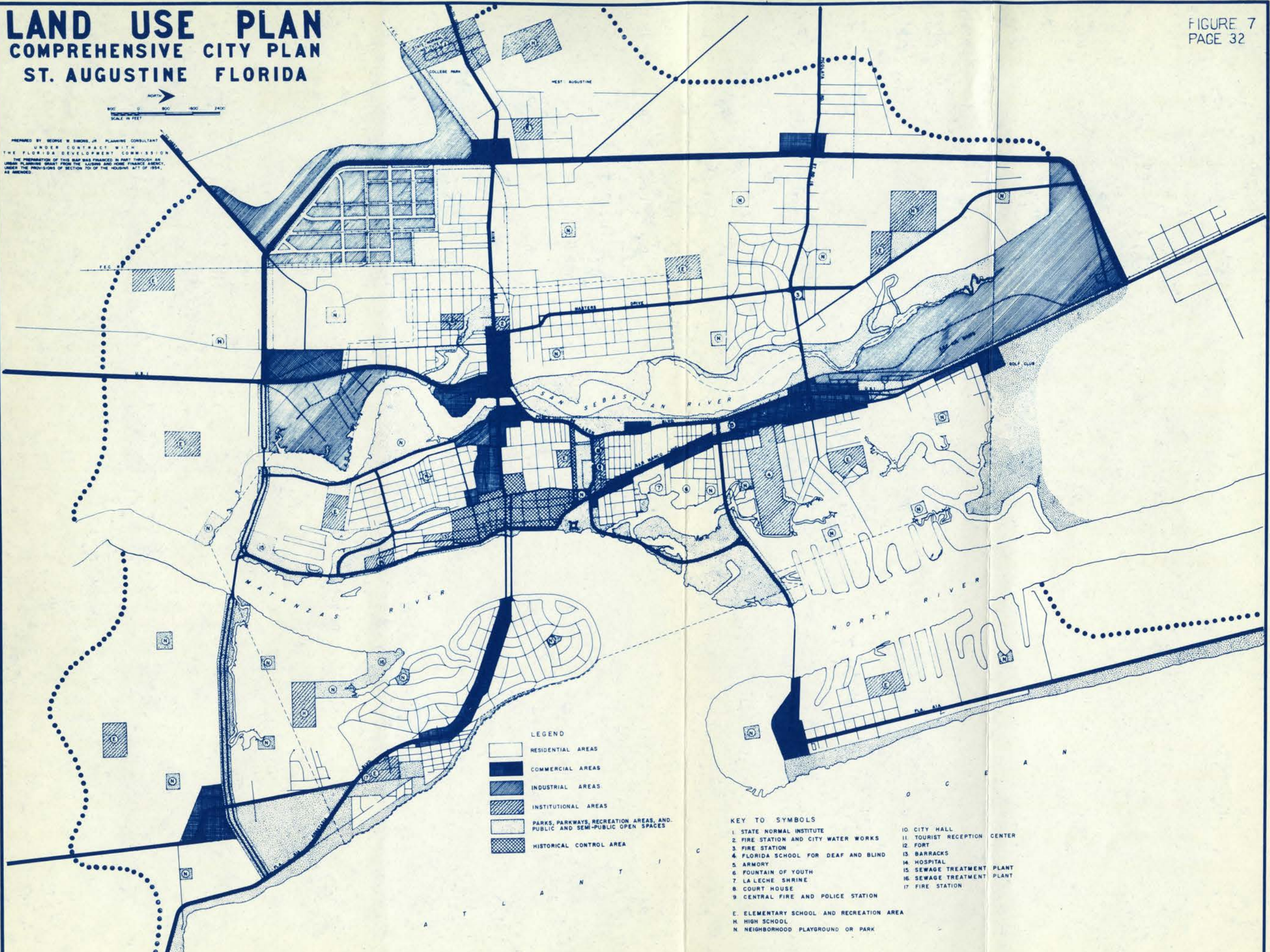
COMPREHENSIVE CITY PLAN

ST. AUGUSTINE FLORIDA

FIGURE 7
PAGE 32



PREPARED BY GEORGE W. SIMONS, JR., PLANNING CONSULTANT
UNDER CONTRACT WITH
THE FLORIDA DEVELOPMENT COMMISSION
THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN
URBAN PLANNING GRANT FROM THE LARRY AND JOSE FINANCIAL AGENCY,
UNDER THE PROVISIONS OF SECTION 70 OF THE HOUSING ACT OF 1954,
AS AMENDED.



- LEGEND
- RESIDENTIAL AREAS
 - COMMERCIAL AREAS
 - INDUSTRIAL AREAS
 - INSTITUTIONAL AREAS
 - PARKS, PARKWAYS, RECREATION AREAS, AND PUBLIC AND SEMI-PUBLIC OPEN SPACES
 - HISTORICAL CONTROL AREA

- KEY TO SYMBOLS
- | | |
|--------------------------------------|------------------------------|
| 1. STATE NORMAL INSTITUTE | 10. CITY HALL |
| 2. FIRE STATION AND CITY WATER WORKS | 11. TOURIST RECEPTION CENTER |
| 3. FIRE STATION | 12. FORT |
| 4. FLORIDA SCHOOL FOR DEAF AND BLIND | 13. BARRACKS |
| 5. ARMORY | 14. HOSPITAL |
| 6. FOUNTAIN OF YOUTH | 15. SEWAGE TREATMENT PLANT |
| 7. LA LECHE SHRINE | 16. SEWAGE TREATMENT PLANT |
| 8. COURT HOUSE | 17. FIRE STATION |
| 9. CENTRAL FIRE AND POLICE STATION | |
- E. ELEMENTARY SCHOOL AND RECREATION AREA
H. HIGH SCHOOL
N. NEIGHBORHOOD PLAYGROUND OR PARK

FUTURE GROWTH

If St. Augustine is to overcome its past impediments to growth, it must seek to make St. Augustine the outstanding tourist attraction to which it has potential claim; it must broaden its economic base by promoting industrial growth, and it must set aside some areas of the city for residential neighborhoods that can provide the wholesome environment necessary to make people want to live in St. Augustine.

INDUSTRIAL DEVELOPMENT

To attract new industry, St. Augustine should reserve large sites for industrial plants and warehousing, located along rail lines and good highways with wide service streets. The Land Use Plan indicates several large sections of the urban area very well suited for such industrial development. Rail facilities are now available, and the plan suggests an important circumferential highway to service these areas with connections to U.S.1 without need for trucks to traverse the congested areas near the center of the city.

Also, if good industry is to be attracted, the environment necessary to ensure good living conditions must be created. This requires the establishment of good, stable residential areas for persons of all economic brackets. Few industries--of the type that Florida communities should seek--will locate in a city before making considerable study of living conditions and social amenities for their employees.

THE HISTORICAL AREA

Prospects for the improvement of St. Augustine as a tourist attraction have been considerably enhanced by the formation of the St. Augustine Historical Restoration and Preservation Commission, which over the years should effect considerable rehabilitation and some redevelopment in the historical area. Accordingly, this area is merely delimited on the Land Use Plan as the historical area, its detailed planning to be the responsibility of that agency. However, some general discussion of that area, the magnitude and nature of the planning problems, and a few specific suggestions are discussed in considerable detail in Chapter V , the Central Area Plan.

LAND USE PROJECTIONS

Based upon the present relationships of land consumption to the population of the corporate area, as shown in table 12 below, future land use requirements can be estimated.

TABLE 12

EXISTING LAND USES IN ACRES PER 100 PERSONS, 1959

Residential	3.51 Acres
Commercial	.78 Acres
Industrial & Transportation	1.30 Acres
Public & Semi-Public	1.32 Acres

Predicated upon a population growth from approximately 17,000 in 1959 to 26,000 in 1980, there will be a need for about 315 acres more residential property, 72 acres more commercial property, 117 acres more industrial property, and 117 acres more public and semi-public property to take care of the corporate area population. In addition, the approximately 5,000 population living outside the corporate limits in 1959 will be supplemented by at least 5,000 additional population in the urban area by 1980, which will require some 175 additional acres of residential property.

IMPLEMENTATION OF THE LAND USE PLAN

The Land Use Plan must be implemented through a course of positive community action. Many of its features, such as residential, commercial, and industrial area growth, are based upon economic trends that will insure realization of the basic pattern. However, to insure their most orderly placement--avoiding waste and "land pollution"--will require adherence to subdivision regulations, a zoning plan, a plan for acquisition of parks, recreation areas, school sites, and other public sites, an arterial street plan, and a plan for preservation of open spaces.

From the diverse studies conducted in the preparation of this plan a general revision of the zoning map and ordinance has been made. This plan approved by the Planning Board, is now under study by the City Commission. The revised plan sought primarily to modernize the previous ordinance, under which the city has operated for a number of years, and reorganize the zoning map for a more orderly and realistic arrangement of commercial requirements.

The zoning plan is applied for the benefit of the entire city and its people. Administered carelessly, and particularly if administered for the benefit of a few property owners who would seek to sell every highway lot for business, the zoning plan will continue to fail to conserve property values and contribute to the building of a wholesome, orderly community.

SUBDIVISION REGULATIONS

Land planning is the first step in the process of subdividing land in such a way that the life of the community will benefit. As a part of the land planning implementation, subdivision regulations are essential. As stated in the publication prepared by the Housing and Home Finance Agency, "Suggested Land Subdivision Regulations" - Subdivision regulations should prevent excessive governmental operating costs. At the same time they should assure to the maximum degree possible the means whereby land can be developed for the highest possible use with all the necessary protections against deterioration and obsolescence."

Starting from the simple subdivision of the small initial area, St. Augustine has expanded and developed into its present physical pattern of streets, blocks, and lots. In pioneer days when walking was popular and neighborliness was a community attainment, people lived close together on small lots. Subsequently, with the advent of the automobile, people desired more spaciousness and larger lots resulted. This transformation is easily noted in St. Augustine by comparing lot sizes in the older parts of the city with those on Davis Islands and the newer subdivisions.

In the early days, there seemed to be little need for subdivision control, but as the community grew and automobile usage became universal, deficiencies appeared that could have been avoided had a few minimum standards of land subdivision been observed. These defects included inordinately small lots encouraging the excessive use of the land by people; they also included strictures in street and roadway widths, needless dead-in. streets with numerous reverse curves; finally, a total absence of open spaces for parks and recreation purposes and public buildings. The principal motivating idea of the earlier day was to get as many lots as possible to the acre and plan regardless what one's neighbor did. To the developer, the subdivision was not a component of the whole but a

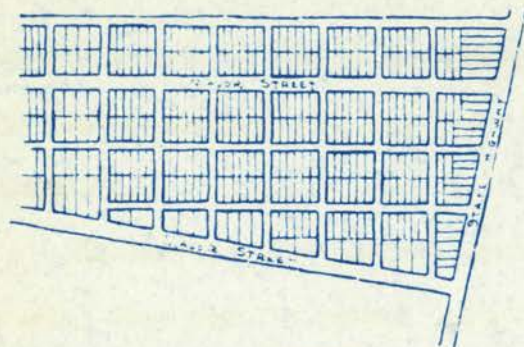
single entity to enrich the developer. Because of the absence of controls and minimum standards, the resultant physical mosaic was deficient in a number of respects.

Subdivision regulations seek to overcome many of the shortcomings of the past. They seek to create orderly, progressive growth by:

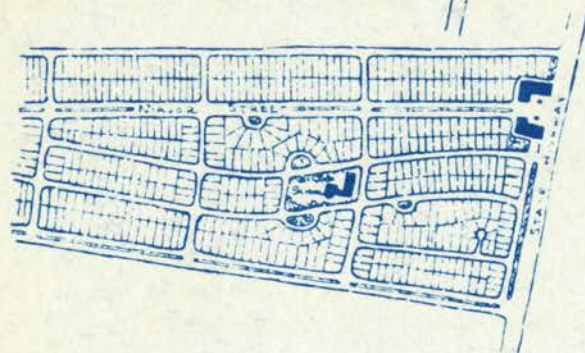
1. Assuring the provision of adequate streets, utilities and other facilities and services in new land developments.
2. Assuring the adequate provision of safe and convenient traffic access and circulation, both vehicular and pedestrian.
3. Assuring the provision of needed public open spaces and building sites through dedication or reservation of land for recreational, educational and other purposes.
4. Assuring the development of a coordinated, sound and stable community.

Through the requirements and minimum standards of subdivision regulations, land owners and subdividers have guides to follow in contemplating the most appropriate subdivision and development of their lands.

On the following pages are several illustrations of good subdivision design compared with some of the more commonplace subdivision patterns used for many years as the standard.



BAD



GOOD

SHORT BLOCKS ARE NOT ECONOMICAL

These sketches contrast two types of local street design—one, an example of the rigid gridiron pattern, the other planned to meet the requirements of local access and circulation.

Short blocks increase initial construction costs because of the large number of cross streets, and also increase traffic hazards and travel time through such districts. In the lower plan, better shaped lots are secured and those facing the State highway are protected by a park strip. This plan also provides a local shopping center and a school site.

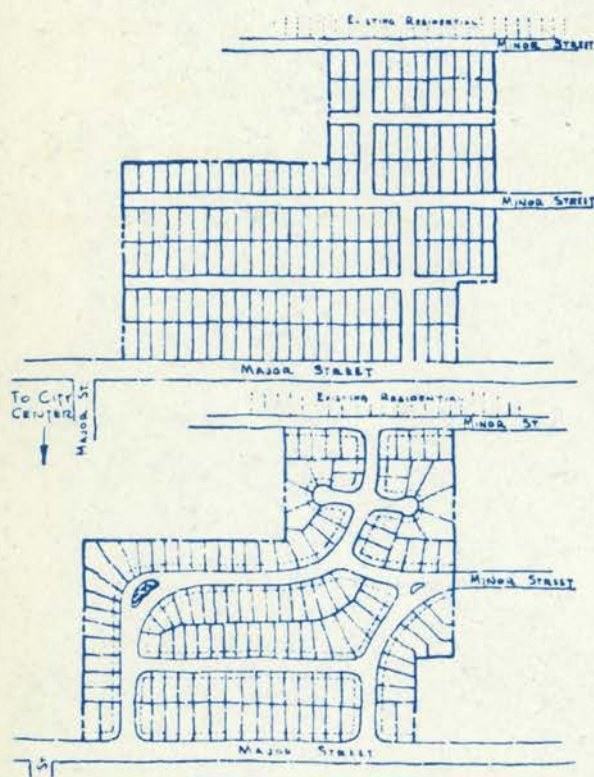
The platting of suburban residential blocks up to 1,300 feet in length by two lot-depths wide, bounded by streets that are adjusted to topographic and traffic requirements is recommended as being most economical.

TRAFFIC SHOULD FLOW TOWARD THOROUGHFARES

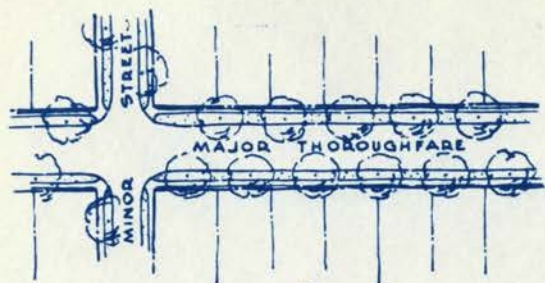
When traffic does not flow toward main thoroughfares, it causes an unnecessary use of local streets in order to reach the main traffic ways. This excessive use of residential streets causes an added expense of pavement construction and maintenance. Local streets that carry unnecessary traffic form definite hazards to pedestrians and children.

BAD

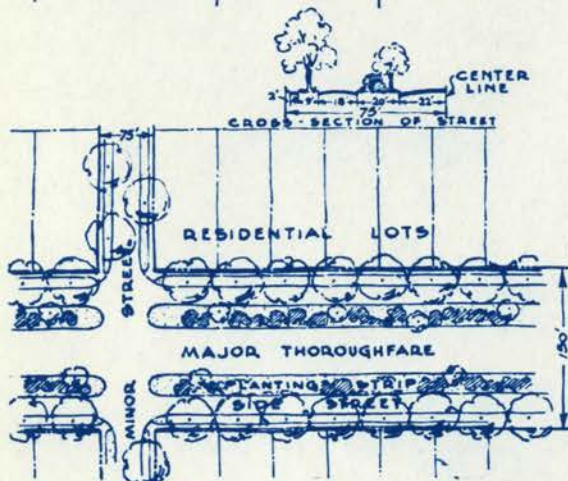
GOOD



The street design of a subdivision should be carefully planned to provide for all traffic demands and at the same time create a street arrangement that will make an attractive neighborhood. This will generally produce fewer streets than one which cuts up the land into numerous rectangles without consideration of proper traffic routing. A monotonous street system of this type is generally extravagant, producing more streets than are needed.



BAD



GOOD

PROTECT RESIDENTIAL LOTS AGAINST MAJOR STREET TRAFFIC

When residential lots are located on a major thoroughfare, it is suggested that the through traffic be separated from local service by a planting strip about 20 feet wide.

An 18-foot local service roadway should be located inside of this planting protecting the residences against the noise and dust of traffic, and lessening the street dangers to children. Increase in the desirability of the lots will offset the cost of added street width and the planting of trees and shrubs will add to its attractiveness.

In the past it has been the custom of developers of subdivisions to set aside all property on main thoroughfares for business or apartments because of the belief that a major highway was not a suitable place for a private dwelling. The result has been spotted developments, with many vacant lots.

PLAN LOTS TO FACE DESIRABLE VIEWS

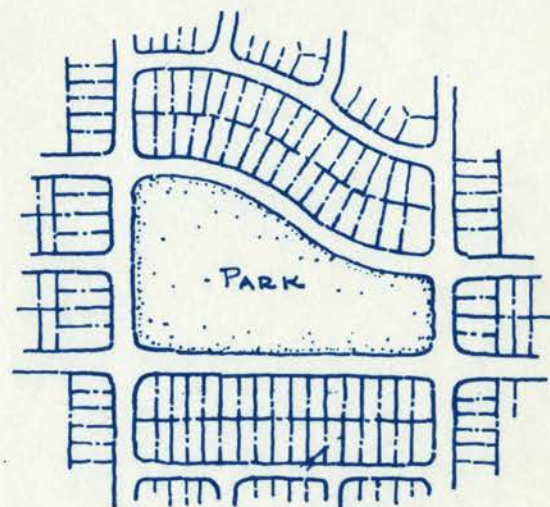
In laying out a subdivision the planner should take advantage of any natural or created beauty spot. Whenever possible lots should be so faced that houses will look out over the park rather than face on side streets.

Developers should give consideration to the arrangement of lots so that the proposed dwellings will not overlook neighboring rear yards, face undeveloped and unrestricted property, nor be exposed to the adverse effects of heavily traveled streets and adjacent nonconforming land uses.

Each lot within a new subdivision should not only constitute a good house site, but also be so planned as to size, shape, and orientation that it takes full advantage of such desirable natural features as views, the slope of the land, sunlight, prevailing winds, shade trees, and adjoining public spaces.



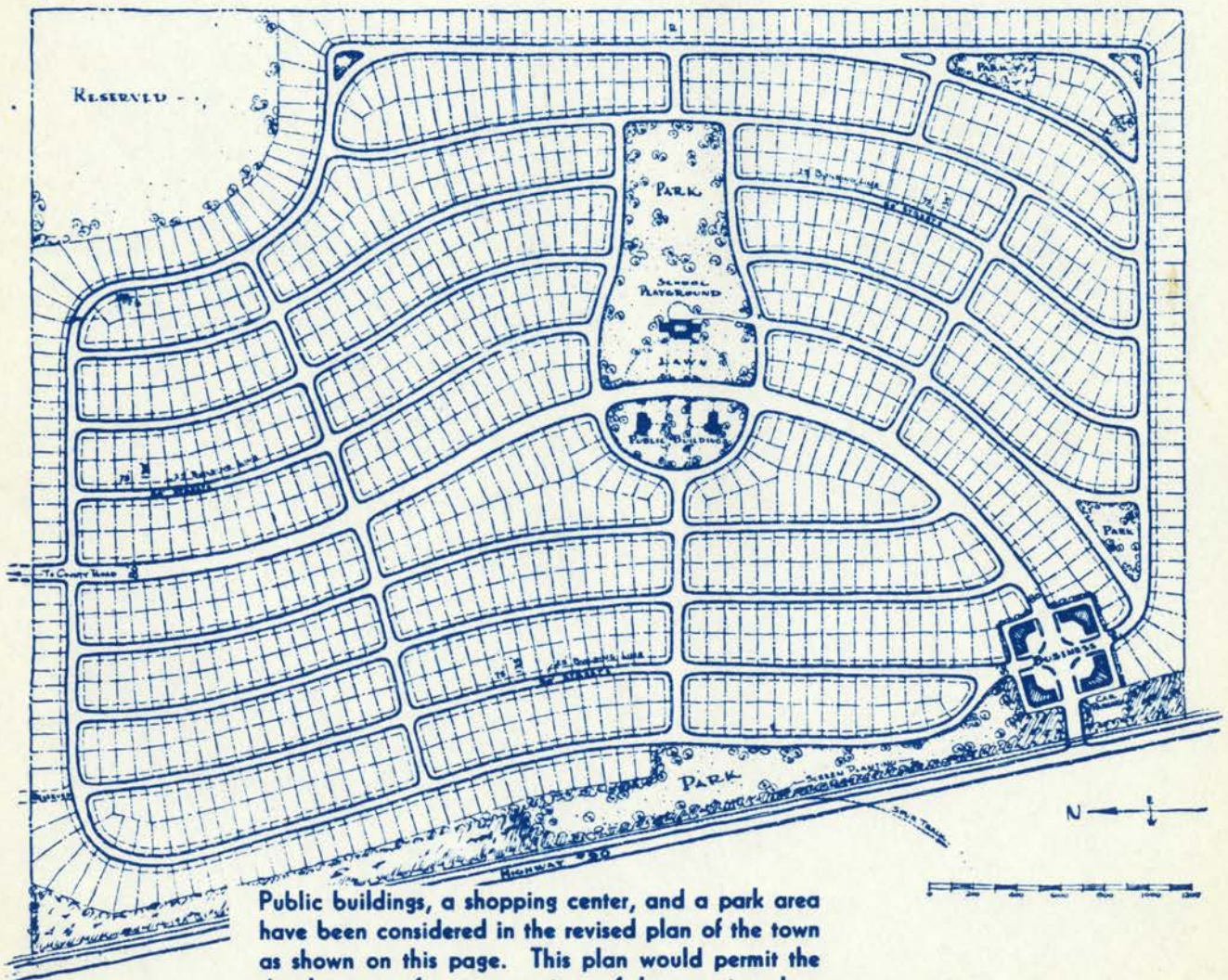
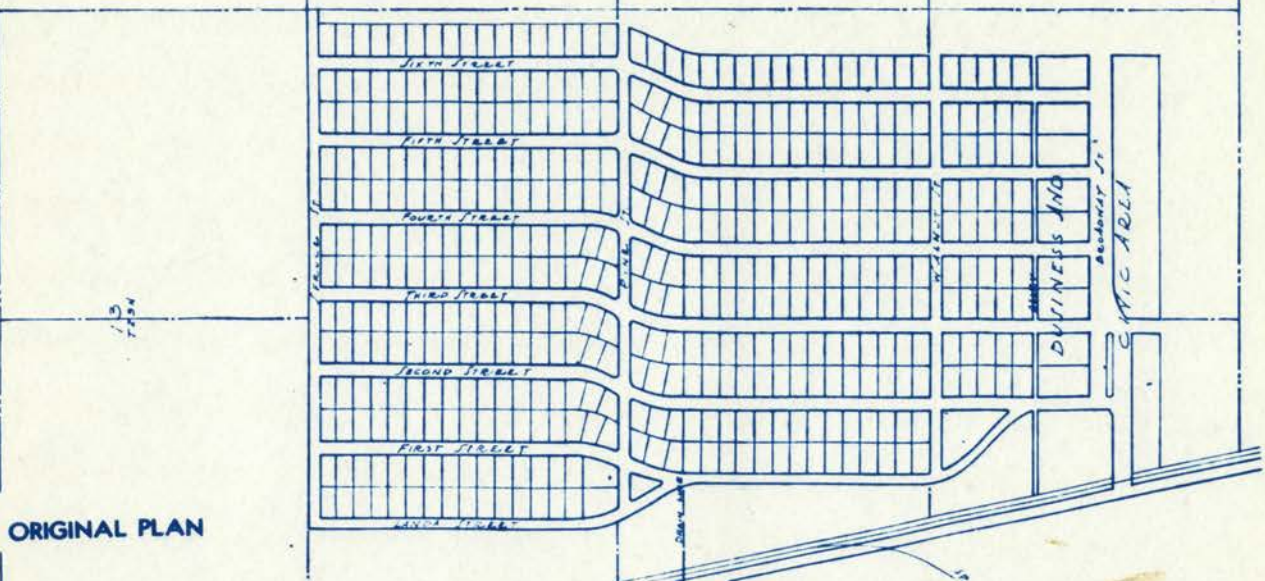
BAD



GOOD

The planning of this proposed new town would make an unattractive development due to the monotonous rectangular street system. The plan does not consider the location of a shopping center, school, churches, and other features in relation to the rest of the community

FIGURE 10
PAGE 40



Public buildings, a shopping center, and a park area have been considered in the revised plan of the town as shown on this page. This plan would permit the development of various sections of the tract in a logical and orderly manner as the need might demand

SUGGESTED REVISED PLAN

CHAPTER III.

THE MAJOR STREET PLAN

The first thing that comes to mind in a discussion of the street system of St. Augustine is the unique character of its narrow streets. In the historical section the narrow streets reflect the culture and age when cities were far more intimate: an intimacy born of necessity for defense within a walled city, an intimacy enabling people to walk everywhere in the routine of their daily lives and an intimacy reflecting the gregariousness of the people.

As the city slowly expanded over four hundred years, this early character of streets was extended into the newer areas of the city, although history long ago altered the reasons for the design. When the motor vehicle emerged some forty years ago as the common denominator of street design, few streets were connected into a framework of through streets wide enough to provide two lanes of traffic with some curb parking. In recent years--when the task of accommodating large volumes of traffic on antiquated streets has become the common lot of all cities--modern traffic arteries are being superimposed over the early street pattern of St. Augustine.

In every city there are a number of principal traveled streets that, considered in their entirety, constitute a major street pattern carrying the greatest volume of traffic. Fortunately, only a limited number of through streets established on wide right-of-ways are required for the major traffic needs.

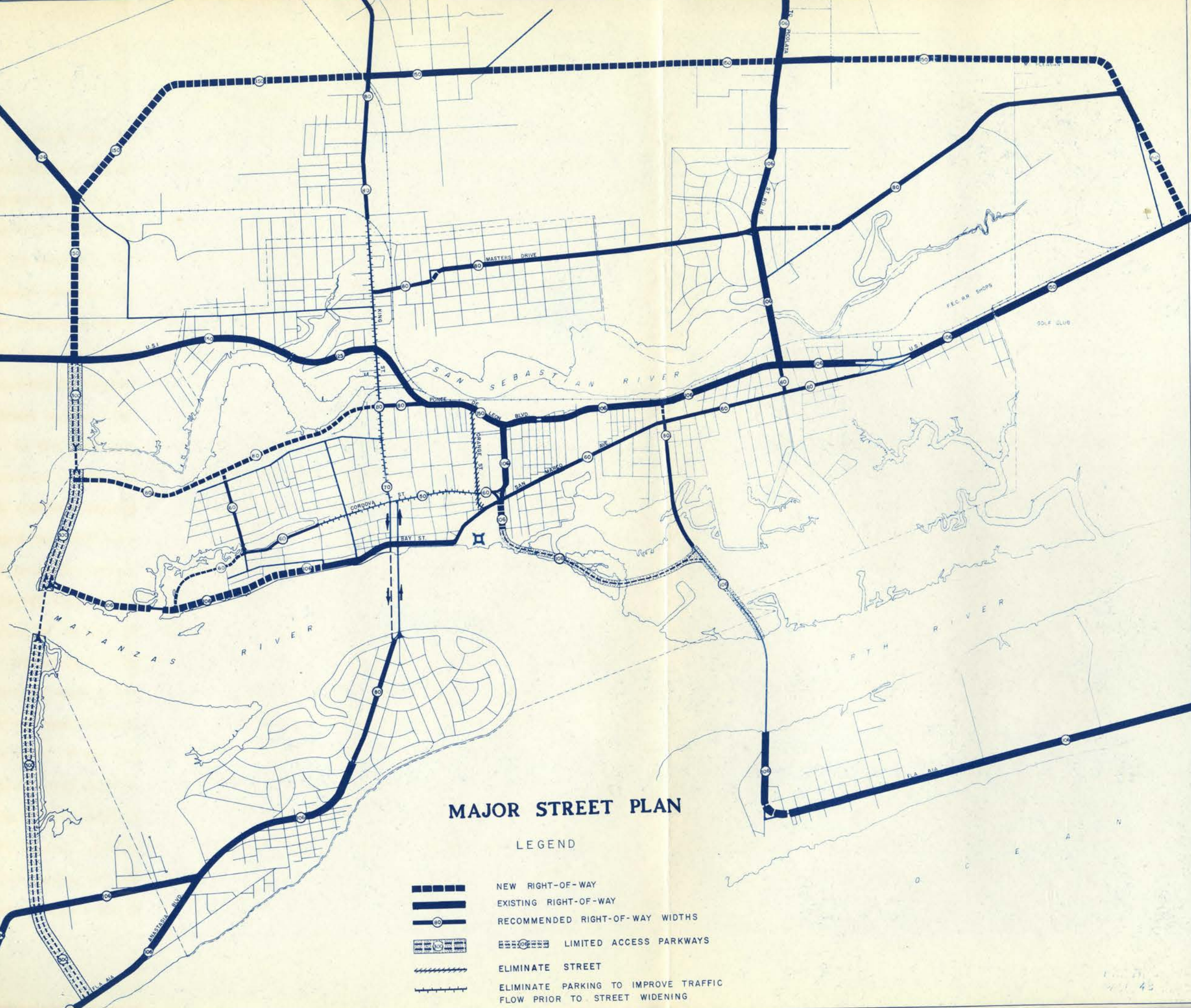
ST. AUGUSTINE'S MAJOR STREET SYSTEM

Most of the primary arteries in St. Augustine conform to state highways. Ponce de Leon Boulevard, (U.S.1) serves as the major north-south artery, supplemented by U.S.A1A, which connects the beach areas with the mainland. King Street and Ricolata Road (State Road 16) form the main arterial connections to the west.

In addition, there are a number of secondary arteries connecting two or more primary arteries or serving as collectors to feed neighborhood traffic into the primary system of arteries. Good examples of such secondary arteries or collectors are Cordova Street, Masters Drive, and Orange Street, which carry substantial, though lighter volumes of traffic than can be accommodated by the primary system. (Figure 11)






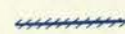
In the past several years considerable work has been done toward the improvement of the arterial system into and through St. Augustine, most notably the southward realignment and widening of U.S.1 (Ponce de Leon Boulevard). When completed, this will facilitate the flow of through traffic desiring to by-pass the congested central area of St. Augustine. The bayfront improvement of A1A, recently completed, will also make the central area more accessible to those people who desire to reach or pass through it.

Currently, in accordance with earlier recommendations, the City is undertaking the construction of a new connecting link between Ponce de Leon Boulevard (U.S.1) and San Marco Avenue through the "Civic Center" area in the vicinity of the Fort and north of the city Gates. With the exception of access from the west, these improvements will provide for the more pressing traffic problems at this time. King Street should receive a high priority for early improvement west to the City limits. Because the acquisition of additional right-of-way will be difficult and expensive in places, much of the improvement could be accomplished by removing parking plus a minimum of widening.



MAJOR STREET PLAN

LEGEND

-  NEW RIGHT-OF-WAY
-  EXISTING RIGHT-OF-WAY
-  RECOMMENDED RIGHT-OF-WAY WIDTHS
-  LIMITED ACCESS PARKWAYS
-  ELIMINATE STREET
-  ELIMINATE PARKING TO IMPROVE TRAFFIC FLOW PRIOR TO STREET WIDENING

THE LONG RANGE ARTERIAL PLAN

Because the City is growing, today's traffic solutions will be valid for a limited number of years. It is not difficult to foresee the need for a number of additional traffic arteries, some of which may be scheduled over the next five or ten years. Others, not so evident today, can be defined in broad terms contingent upon future development trends.

The purpose of planning is to think beyond the needs of today, and nowhere can greater economics be accomplished than in the application of intelligent foresight to the reservation of street right-of-ways.

Because the planning area under consideration extends beyond the corporate limits of the city, the realization of the comprehensive major highway plan will require the cooperation of the City, County and State.

Accordingly, this plan was defined in consultation with and by the use of information supplied by the State Road Department. A separate report from the State Road Department, contracted by the City, will be forthcoming. However, the arterial plan of figure **A**, representing the arterial framework suggested by the consultant, was prepared in collaboration with the State Road Department and the St. Augustine Planning Board.

One of the earliest of the major projects to be undertaken should be improved connections with west St. Augustine. King Street should be widened from Cordova Street west to U. S. 1. Improvement west of U.S.1 may come later, because considerable relief from the present congestion will result from the completion and opening of U.S.1 to the south.

Better connections between the beach area and the mainland will also be necessary. Of first importance is an additional bridge parallel to the Bridge of Lions or the conversion of it to a four lane capacity. Second--and much

longer in realization--an additional bridge is proposed as a connection between U.S.1 and AlA traversing the south end of the peninsula. This connection should be developed as a scenic parkway over its entire length with restricted access points. No business frontage should be permitted to clutter the roadside and interfere with the movement of traffic, as has been so much of the past experience in St. Augustine.

One additional beach connection--also long range in scope--could be developed as a parkway across the marsh joining AlA from Vilano Beach on a more direct alignment into the historical area. Such connection would re-route tourist traffic directly into the tourist reception center and by-pass the unattractive and cluttered approach from San Marco Avenue. Until the latter two connections can be developed as limited access parkways, they should not be constructed.

THE FUNCTION OF STREETS

Streets serve many functions, chief among which are access to property and avenues for travel, but also channels for light and air, easements for utilities, and the parking of vehicles. It is becoming increasingly evident that those streets intended primarily as channels of travel must be relieved in many cases from the parking or storage of vehicles, functions that impede the safe flow of traffic and occupy space needed for moving vehicles.

PARKWAYS

St. Augustine has one of the most attractive sites of any city in Florida. It enjoys a location abundant with ocean, bay and river frontage. The water areas together with the marshes give to St. Augustine more open space proportionate to the total area that most cities enjoy. Unfortunately, so many of the thoroughfares that cross these open spaces are deprived of their beauty because the immediate highway frontage is developed with sites of business structures

and unsightly bill boards, which either impede the flow of traffic or block the view of scenery.

There is here an opportunity to avoid this mistake in the future by limiting the amount of highway frontage zoned for business. The realigned U.S.1 follows parallel to and through many waterfront and marsh areas, all contributing to the scenic enjoyment of the traveler. Steps should be taken now to acquire much of this highway frontage through the water and marsh areas or to buy the land use rights to insure the open space character. In the future this should be done prior to construction of the new highways suggested in the arterial plan, so that future highways can be developed economically with a parkway character.

STREET CROSS SECTIONS

A major deficiency of the St. Augustine street system is inadequate right-of-ways. There is no longer any justification for transmitting to the growing areas of the city the narrow street character of the past. Many existing streets should have setbacks established in order that the ultimate arterial system can have right-of-ways of 106 feet or more for the primary arteries and 80 feet for secondary streets. No future street should be platted or recorded having a right-of-way less than 60 feet.

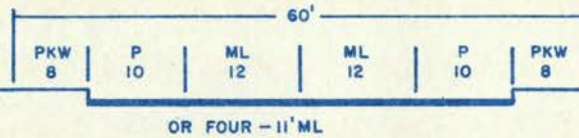
Figure 12 suggests standard cross-sections to be used as a general guide in determining the best use that can be made of a given right-of-way.

Figure 13 suggests means for developing highway frontage for land uses other than for commercial or industrial properties. Subdivisions platted with reverse frontage, (Example A,) are less affected by highway traffic noises and hazards, and furthermore are not disturbed unduly by any of the non-residential land use on the opposite side of the highway, when this is the case.

SUGGESTED TYPICAL STREET CROSS-SECTIONS FOR SAINT AUGUSTINE, FLORIDA

FIGURE 12
PAGE 47

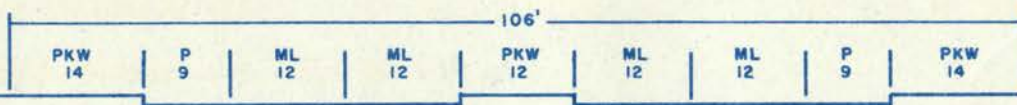
60' SECONDARY ARTERY



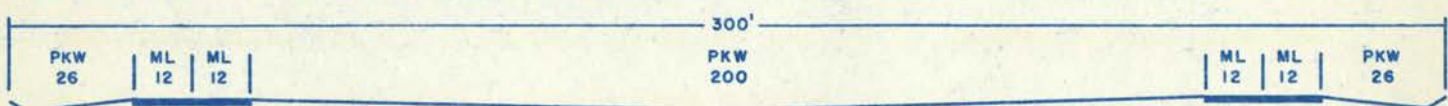
80' PRIMARY ARTERY



106' PRIMARY ARTERY



300' LIMITED ACCESS HIGHWAY

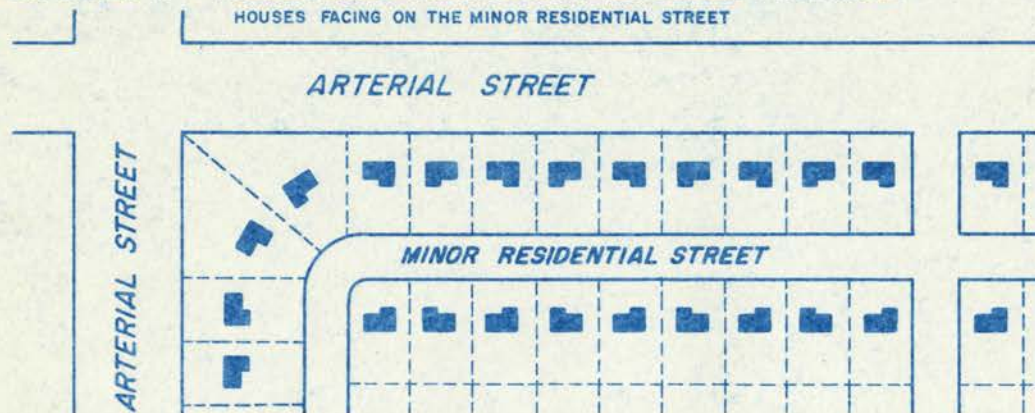


LEGEND

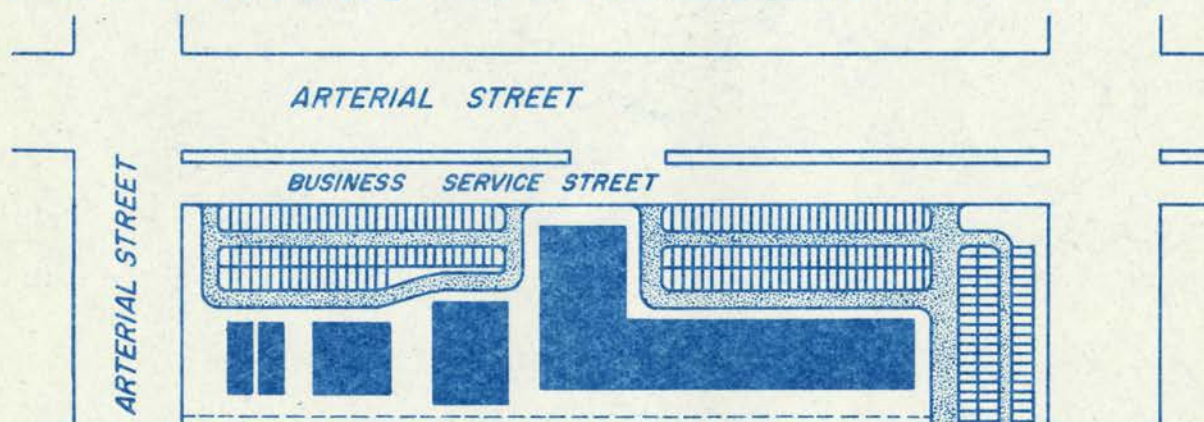
- PKW - PARKWAY AND SIDEWALK
- P - PARKING
- ML - MOVING LANE

EXAMPLE "A"—RESIDENTIAL AREAS WITH REVERSED FRONTAGE

HOUSES FACING ON THE MINOR RESIDENTIAL STREET

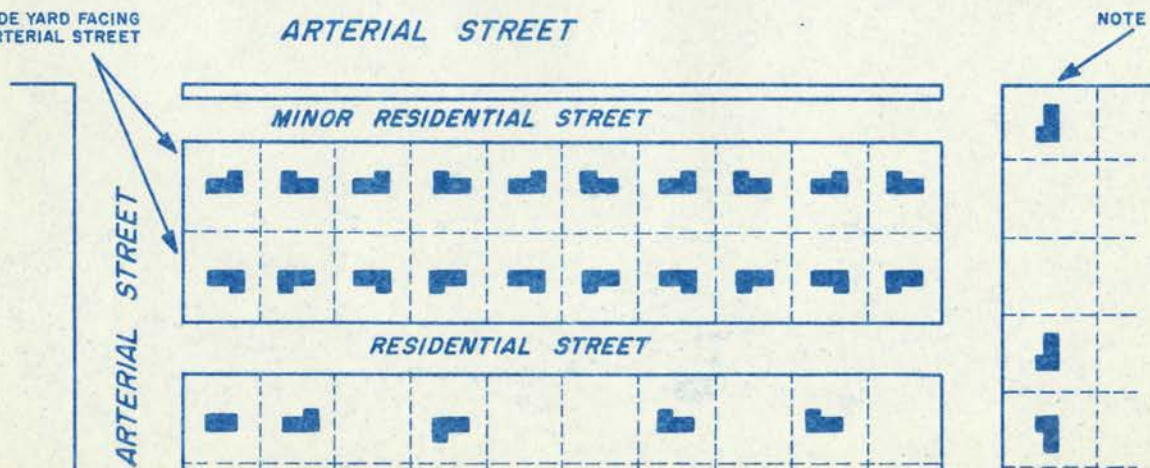


EXAMPLE "B"—COMMERCIAL AREAS WITH PARALLEL SERVICE STREET



EXAMPLE "C"—RESIDENTIAL AREAS WITH RESIDENTIAL SERVICE STREETS
PARALLEL TO ARTERIAL STREETS OR INTERSECTING ARTERIAL STREETS

NOTE: SIDE YARD FACING
ARTERIAL STREET



NOTE: SIDE YARD FACING
ARTERIAL STREET.

Example B indicates an acceptable method of developing highway frontage with business and industrial properties.

The Major Street System, it must be remembered, is the structural framework around which the city grows. By properly contemplating its function, orderly development will follow. As subdivisions are planned, they can be coordinated with the Major Street System in a manner to relate livable, attractive neighborhoods. As pointed out, not all elements of the Major Street Plan are necessary now; some components may not be realized for twenty or thirty years, but some are needed now--for these provisions should be made.

CHAPTER IV

THE NEIGHBORHOOD AND AREA TREATMENT PLAN

The smallest planning unit of a city is the neighborhood. The neighborhood, however, includes more than one or two streets of homes that often constitute the every day concept of a neighborhood. It is a much larger geographic area of the city, which lends itself to the formation of a community service area for a school, playgrounds, churches and parks.

Theoretically, a neighborhood planning unit includes a residential area large enough to be served by (a) one elementary school within easy walking distance of the farthestmost dwelling--usually within one-half mile, (b) one or several neighborhood parks and playgrounds--within a quarter to one-half mile walking distance of all homes, (c) additional community facilities, such as churches and other community buildings and (d) local shops, usually located on the periphery, to meet daily consumer needs for convenience goods. The neighborhood must possess a strictly residential environment free of non-conforming commercial and industrial land uses that would be detrimental to convenient, safe, and healthy living conditions. The boundaries of a neighborhood should be any natural or physical barrier, such as water bodies, marsh, or major traffic artery--which can offer some separation between neighborhoods.

NEIGHBORHOODS IN ST. AUGUSTINE

Only in a few cities can neighborhoods be found that attain the ideal, but in many cities there are residential areas that approach the neighborhood standard. Several examples of neighborhoods can be recognized in St. Augustine, although they fail to attain the standards of our idealized neighborhood. These are:

- (1) Davis Shores

- (2) The area bounded on the south by King Street, on the north by Orange Street, on the east by Cordova Street, and on the west by Ponce de Leon Boulevard.
- (3) The area bounded by San Marco Avenue on the West, by the Florida School for the Deaf and Blind on the south, and the marsh on the east and north.

As pointed out previously in the chapter on land uses, the residential areas of St. Augustine are fragmented by a number of major streets and highways cutting through them and developed with strip business districts. The evils of strip business districts, in addition to their general unsightliness and handicap to the flow of traffic, are compounded by their destruction of a city's neighborhoods. Furthermore, water and marsh barriers tend to separate the residential areas of St. Augustine into units too small to justify a neighborhood school for each unit. These and other considerations make it impractical to define a good neighborhood plan on the basis of existing residential areas.

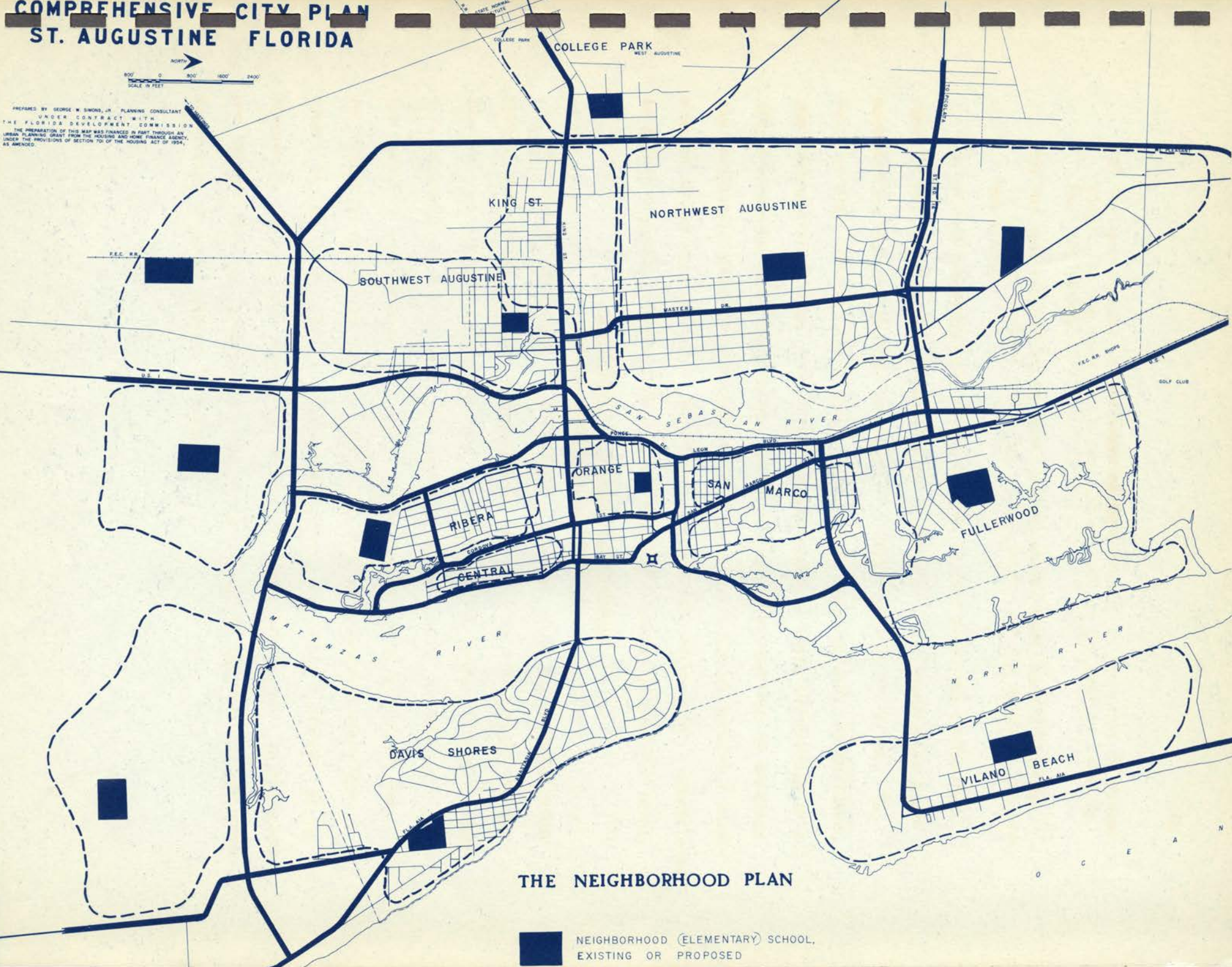
DEVELOPMENT OF FUTURE NEIGHBORHOOD Service Areas in St. Augustine

The obvious advantages of predetermined service areas for planning future school, recreation, park and cultural needs are sufficient to justify the delineation of future neighborhoods that can approach the ideal. Figure 14 suggests neighborhood service areas for future planning. Prime consideration in the selection of boundaries was given to the demarcation of sufficient area to justify an elementary school. Obviously, several fragmented areas that cannot be made to fit into a neighborhood pattern must share a school. It is assumed in the plan that many marsh areas, now uninhabitable, will be reclaimed and further that the neighborhood plan is not limited by any existing corporate boundaries that are subject to change.

COMPREHENSIVE CITY PLAN ST. AUGUSTINE FLORIDA



PREPARED BY GEORGE W. SIMONS, JR. PLANNING CONSULTANT
UNDER CONTRACT WITH
THE FLORIDA DEVELOPMENT COMMISSION
THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN
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AS AMENDED.



THE NEIGHBORHOOD PLAN

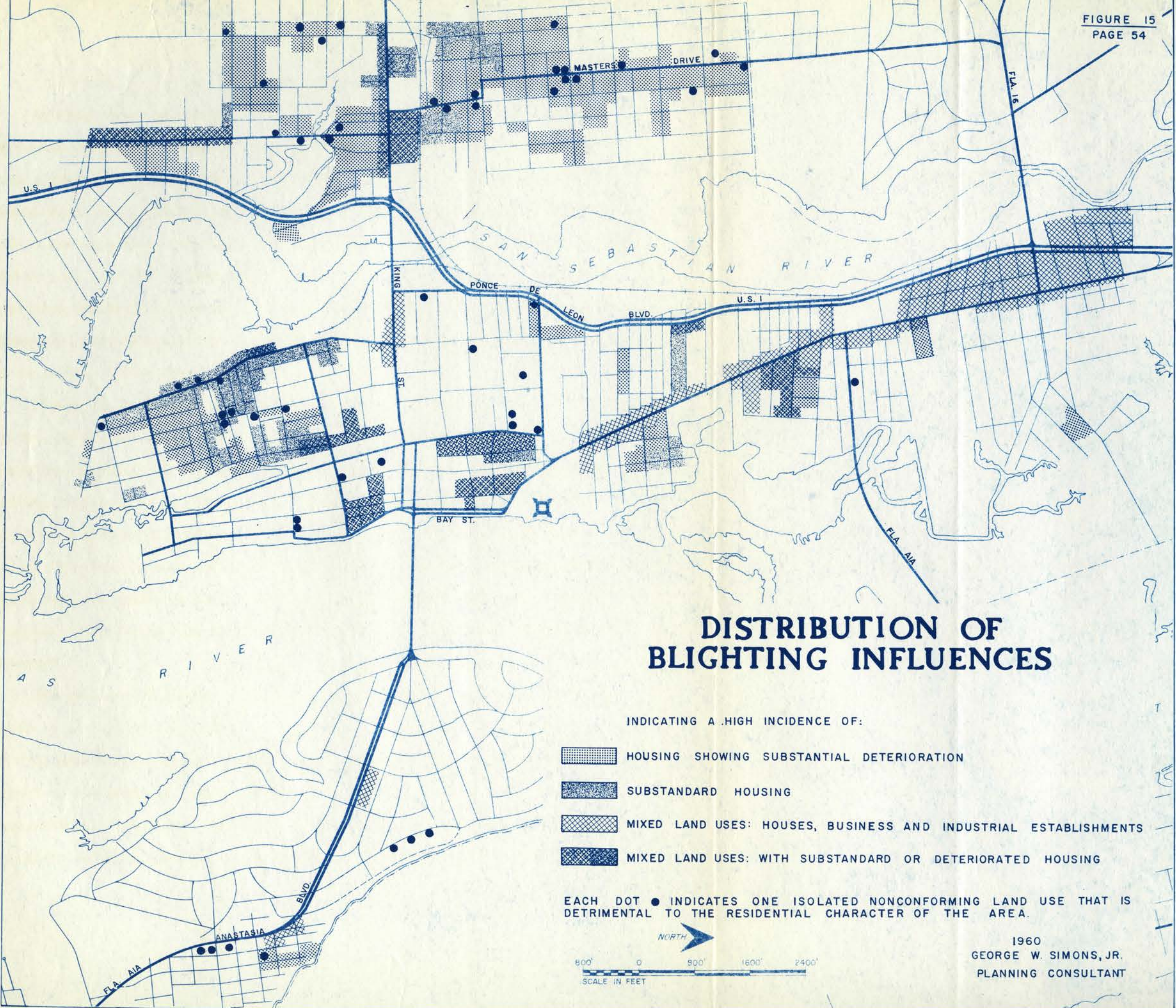
■ NEIGHBORHOOD (ELEMENTARY) SCHOOL,
EXISTING OR PROPOSED

AREAS OF BLIGHT

Blighted areas of a city are housing areas that have ceased to provide wholesome living environment for its people. Some residential areas have become blighted after many years of use; finally, the structures have become so deteriorated and lacking in modern, sanitary facilities that they are classified as sub-standard. Others, though not sub-standard today, may suffer neglect, and in only a matter of time, will also be a blight on the city. Another common blighting influence is the careless mixing of land uses, where business and industrial uses are permitted to encroach on or invade residential areas. This is an all too common cause of blight in St. Augustine.





Figure 15 illustrates the distribution of blighting influences. According to the 1950 U. S. Census of Housing, 9.2% of the total housing units of St. Augustine were delapidated, and 7.3% were delapidated and without hot water, private toilet or bath. This is slightly higher than the urban rate for the state as a whole: 8.5% being delapidated and 7.6% without hot water, private toilet or bath. In addition to areas having a high incidence of substandard dwellings, St. Augustine has many dwelling areas that are blighted by mixed land uses and housing that is showing deterioration, although not yet sub-standard.

The presence of blight or even its approach, gradually effects a decline in an area as a desirable place in which to live. Less attractive, unsafe, unhealthy, lacking in modern amenities, the housing areas lose their appeal to the original tenant. With a lower class tenant, still further deterioration follows until finally there is a slum occupied by those unable to obtain anything better.



DISTRIBUTION OF BLIGHTING INFLUENCES

INDICATING A HIGH INCIDENCE OF:

-  HOUSING SHOWING SUBSTANTIAL DETERIORATION
-  SUBSTANDARD HOUSING
-  MIXED LAND USES: HOUSES, BUSINESS AND INDUSTRIAL ESTABLISHMENTS
-  MIXED LAND USES: WITH SUBSTANDARD OR DETERIORATED HOUSING

EACH DOT ● INDICATES ONE ISOLATED NONCONFORMING LAND USE THAT IS DETRIMENTAL TO THE RESIDENTIAL CHARACTER OF THE AREA.



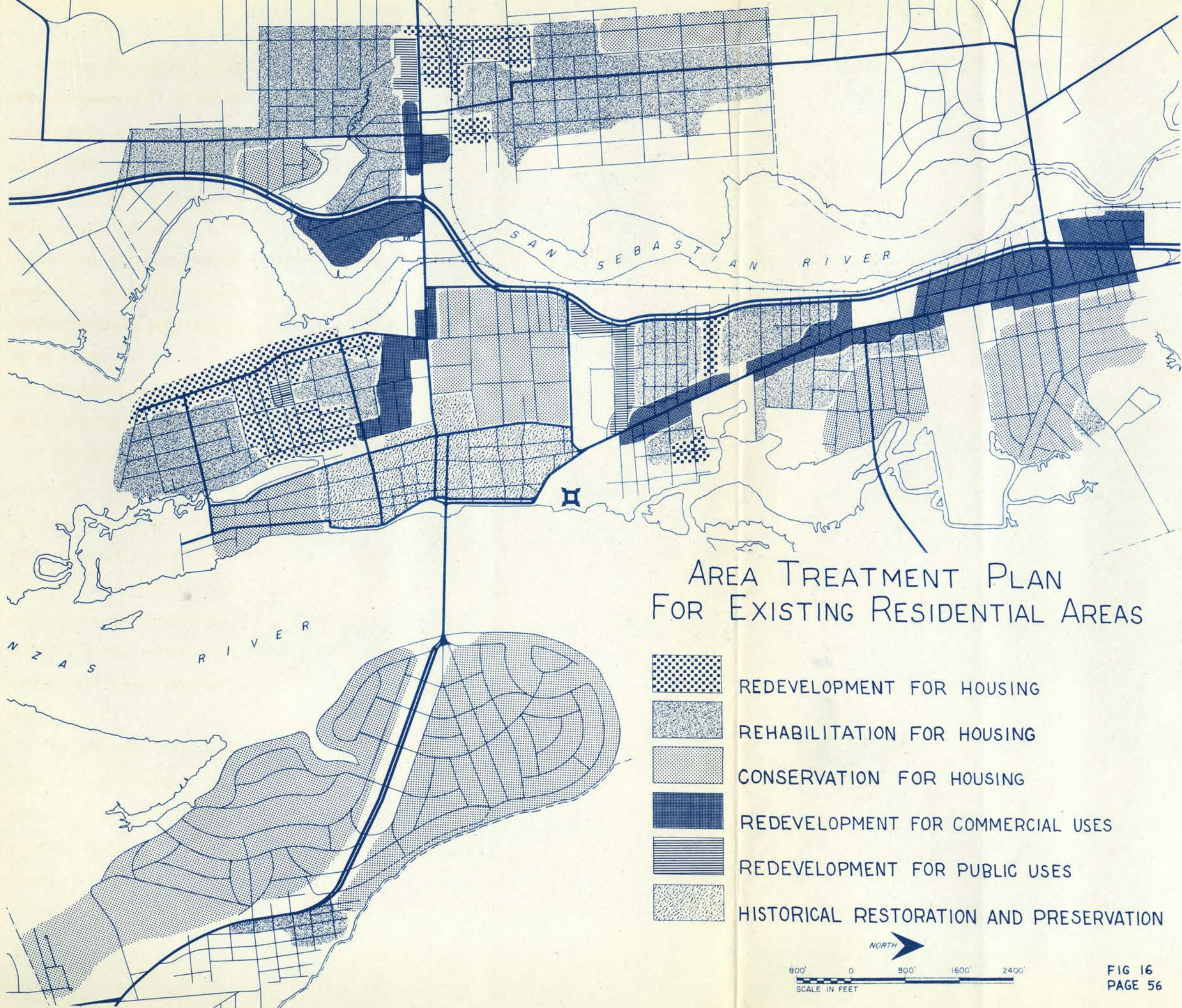
1960
GEORGE W. SIMONS, JR.
PLANNING CONSULTANT

Slums are a social disease of the city. The symptoms of the disease are the sorry physical conditions of the home environment; studies have shown a correlation of higher rates of disease, crime, and juvenile delinquency with poorer housing. Doubtlessly, removing the poor housing conditions will solve only a part of the problem, but it is a major step in arresting the disease. Where slum clearance or urban renewal projects have been accomplished in cities, there is considerable evidence that the better living conditions offered have nurtured a desire for a better life in general. Many of the occupants of public housing projects have advanced into better jobs and moved into good housing areas of the city.

Figure 16 presents an Area Treatment Plan for the redevelopment, rehabilitation, or conservation of housing areas of St. Augustine.

The Redevelopment Areas are those sections in which major operations are necessary, razing and reconstruction. Some of the Redevelopment Areas will no longer make desirable residential areas and should be redeveloped wholly for commercial or industrial uses; others, however, are best suited for redevelopment into good, modern housing areas. Some redevelopment will take place in response to the requirements of normal commercial and industrial growth, but a majority of the redevelopment problems will require urban renewal by a local authority, at such time as Florida communities are given this authority by the State.

The Rehabilitation Areas require only remedial measures to overcome the deterioration observed. The application of a minimum housing code is an effective weapon for neighborhood rehabilitation, but better zoning practices are also required to halt the unfortunate encroachment of non-residential uses on these areas.



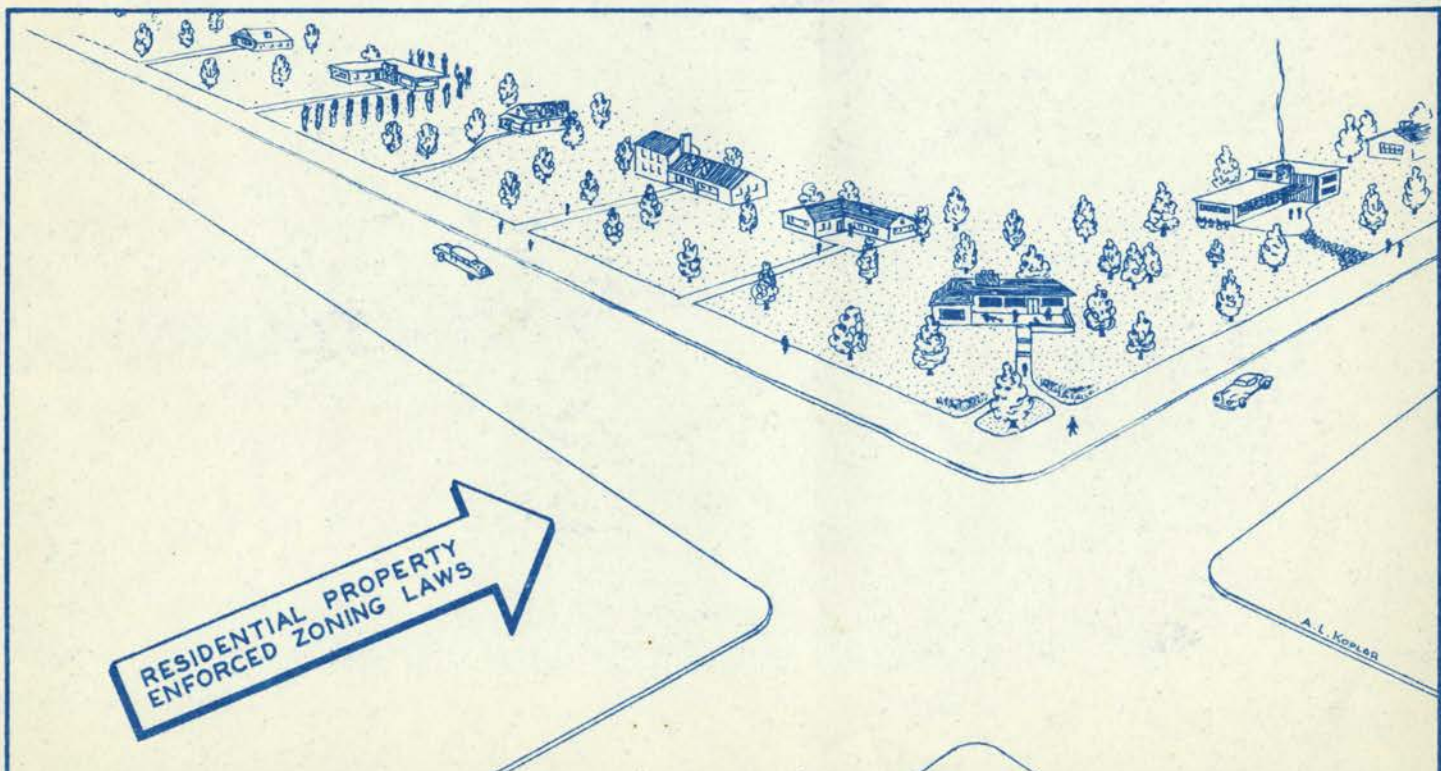
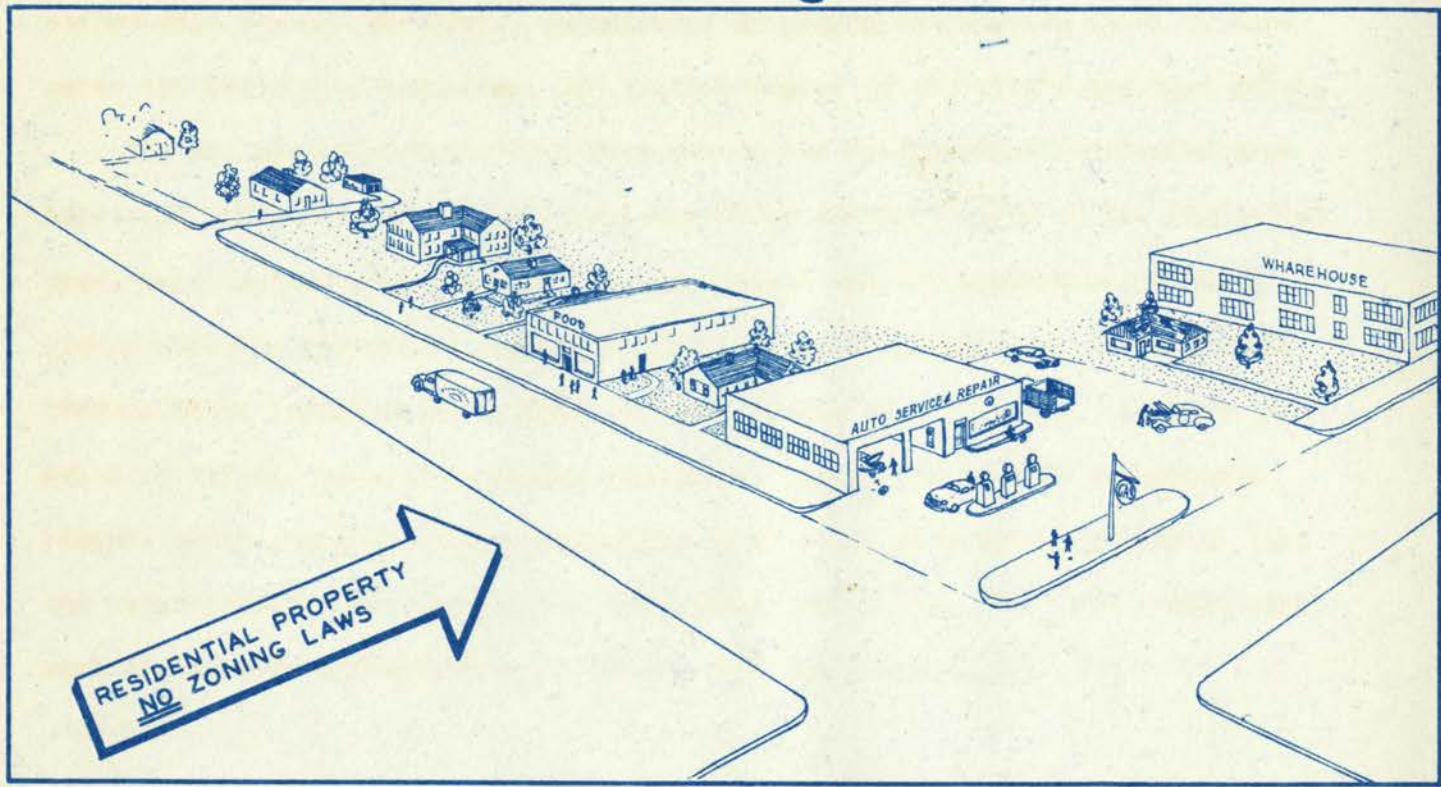
AREA TREATMENT PLAN FOR EXISTING RESIDENTIAL AREAS

The Conservation Areas of the city are residential sections that should be safeguarded through the strict enforcement of zoning and housing codes to conserve the integrity, character, and lasting values of the city's greatest asset.

The St. Augustine Historical Restoration and Preservation Commission probably can effect considerable redevelopment and rehabilitation in the historical area, but a majority of the city's redevelopment and rehabilitation problems lie outside the historical area. The City should therefore seek to establish, through State legislation, an Urban Renewal Agency to effect slum clearance and rehabilitation. Several extensive substandard areas are in need of complete redevelopment requiring the condemnation of existing structures, razing of land and redevelopment into new housing with public use areas. The City should also seek legislative authorization to adopt a minimum Housing Code.

WHY HAVE ZONING WHAT IS ZONING ?

FIGURE 17
PAGE 58



CHAPTER V.

COMMUNITY FACILITIES AND CIVIC BUILDINGS

Because the Land Use Plan defines in broad terms where the people should live, where business and industrial areas should be located and the general pattern of traffic arteries, it is possible to predict more prudently the number, size, and location of future communities facilities which comprehend parks and recreation areas, schools, libraries, fire stations, and other civic and cultural buildings.

If the major features of the Land Use Plan are followed as a guide to future community development, many economies can be effected by acquiring in advance adequate and suitable sites for the various facilities. Capital needs for their construction can then be projected on a schedule consistent with growth expectancies.

A number of public buildings are required for a well rounded urban life. Buildings such as fire stations, police stations, hospitals, and utility structures are essential to provide necessary public services and for the protection of persons and property. A City Hall, Court House, and other governmental administration buildings are necessary to house the operations of government, which grow and diversify as the City expands in population. Every city requires a number of cultural facilities, such as auditoriums, recreational buildings, libraries, and others. The Community Facilities Plan therefore furnishes an overall guide to the orderly location of these facilities, providing for their attractive setting as well as conveniences, and can schedule their development according to the need and resources of the community.

PARK AND RECREATION FACILITIES

A city is a place of intensive land uses, where people live closer together and where commercial, industrial and transportation facilities are concentrated.

Because of the concentration of the various interests, it is very desirable to maintain open spaces in the city, which may take the form of parks and recreation areas. Such facilities contribute immeasurably to the enhancement of the city as a good place in which to live.

Some of the open spaces should be developed as decorative parks of beauty in which, however, opportunities are offered for passive recreation. Other spaces should be designed for various types of active recreation varying in size from the Neighborhood Playground of 3-4 acres to the Playfield of 20-30 acres. In addition to these various facilities, provisions should be made for a community wide Athletic Field. Each type of facility has its place in the life pattern of the city.

Landscaped open spaces can be used advantageously as buffers to insulate different land uses, especially residential from commercial or industrial. Landscaped strips can be used along highways as noise barriers and to protect the efficiency of a major traffic artery by limiting access to and development along the public right of way. Useful open spaces--not necessarily useable for recreation--include water bodies, marsh, woodland, pasture land or even agriculture areas.

PARKS AND RECREATION AREAS

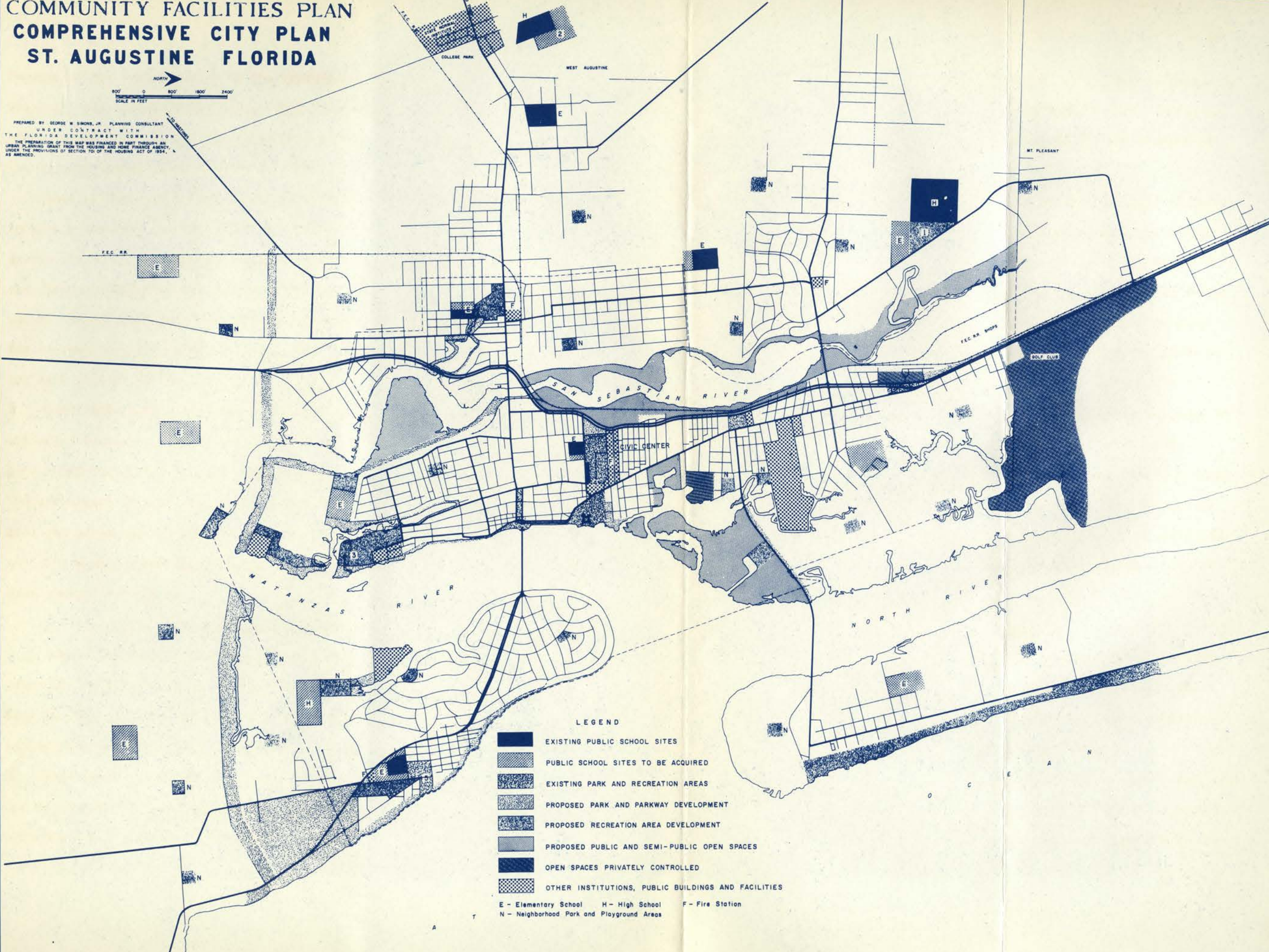
Currently, there are some 62.2 acres allocated to parks and recreation areas within the corporate limits, distributed as indicated on Figure 18. Most of the areas are small and as the map shows, there is poor distribution of neighborhood facilities convenient to all residential areas.

Based upon a population estimate of 16,676 persons living within the corporate area in 1959, St. Augustine should develop about 100 acres of additional park area at this time. A generally recognized standard, recommended by the

COMMUNITY FACILITIES PLAN COMPREHENSIVE CITY PLAN ST. AUGUSTINE FLORIDA



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AS AMENDED.



LEGEND

- EXISTING PUBLIC SCHOOL SITES
- PUBLIC SCHOOL SITES TO BE ACQUIRED
- EXISTING PARK AND RECREATION AREAS
- PROPOSED PARK AND PARKWAY DEVELOPMENT
- PROPOSED RECREATION AREA DEVELOPMENT
- PROPOSED PUBLIC AND SEMI-PUBLIC OPEN SPACES
- OPEN SPACES PRIVATELY CONTROLLED
- OTHER INSTITUTIONS, PUBLIC BUILDINGS AND FACILITIES

E - Elementary School H - High School F - Fire Station
N - Neighborhood Park and Playground Areas

National Park Service, suggests the development of 1 acre of park and recreation area for each 100 population. Within the next twenty years, some 90 acres additional property should be acquired and developed to accommodate some 9,000 population growth anticipated within the corporate area. This makes a total of some 190 additional acres that must be planned to meet present and future requirements.

PLAN FOR PARKS AND RECREATION AREAS

Plans of park and recreation areas should be based upon the diversified needs of the people. There should be some major facilities to serve all age groups, and then, a number of smaller neighborhood facilities to serve the young of all residential areas. In a city such as St. Augustine it is very important to balance the needs of the youth with those of the adult. Supplementing these is the need for landscaped parks, parkways, plazas, and open spaces that contribute immeasurably to the aesthetic values of the community.

Following are the types of parks and recreation areas required by a city and the qualifications for their development:

1. Neighborhood Parks and Playgrounds. A system of neighborhood facilities is basic to the park plan. Generally, neighborhood recreation facilities are centered around the elementary school, which generally should be located convenient to all residential areas. However, in St. Augustine it is essential that school playgrounds be supplemented by many additional playgrounds and neighborhood parks if all the residential areas are to be served. Every residential area should be within one-half mile of a major neighborhood playground, and it is desirable that additional parks and smaller playgrounds be accessible within one-quarter mile, particularly in the more densely developed areas of the city.

Minimum standards, nationally recognized, suggest that each neighborhood have one and one-half acres of park and recreation area per 1,000 population; school playgrounds should be credited. Experience has shown that sites should be not less than three and one-quarter acres with a rectangular shape, having the smallest dimension not less than 350 feet, if possible. Whenever practical, it is desirable to acquire sites of five to ten acres. In a very few situations which exist in St. Augustine, it may be desirable to locate a number of playlots for pre-schoolage children within the very densely populated areas, when yards are small or non-existent.

2. Playfields. These areas should be larger than neighborhood facilities, because they are planned to serve several neighborhoods. Usually, the Playfield is combined with facilities of the Junior or Senior High School, providing a well rounded recreation program to all age groups. It is, however, more particularly designed for older children and young adults. There should be one acre of Playfield for each 1,000 population.

3. Athletic Field--Sports Center. Each city should have one sports center to include stadia, sports arena, and various courts and fields for major sports. Such a facility usually comprises an area of 30-40 acres.

4. Community Center--Auditorium. A Community Center building should be established for every 20,000 of population. This is a multiple purpose structure designed for all age groups and should be sufficiently flexible to serve social, cultural, and recreational functions. In addition to gymnasiums, meeting, reading, music, and game rooms, it might include the city auditorium in communities the size of St. Augustine.

5. Specialized Community Parks. Zoological parks, botanical gardens, historical areas, amphitheatres, and various scenic landscaped parks are some of

the special parks that might be developed to take advantage of an unusual site or serve a specific need in the community. The number is limited only by the ability and interest of the city in acquiring and maintaining them.

In accordance with these general recommendations, the specific suggestions are summarized in figure 18, the Community Facilities Plan. Sites are located and identified as to use proposed, whether existing or proposed. In addition, the general sites are indicated on the Land Use Plan, which shows their relationship to the areas they serve. (Figure 7). Figure 18 summarizes the uses considered for the various categories of recreation areas and parks.

Specific suggestions for the development of some of the more prominent facilities are summarized below. Key numbers correspond to key numbers of the map, Figure 18:

(1) Community Playfield at High School in the northwest Section of the city. This should be developed in conjunction with the high school program, but it should also be available for a non-school recreation program. Development of all facilities should be delayed until future growth justifies a need in this section of the city.

(2) Community Playfield at High School in West St. Augustine. The same facilities are already developed to serve the school program and this facility can serve a large segment of the population on the west side of St. Augustine.

(3) Community Playfield--Recreation Center in the Central section of the city. This facility could be developed as the major sports center of the city. Centrally located, it could include the major game courts, stadia, boat marina, and other facilities designed to serve all age groups.

(4) Community Center--Auditorium. An adequate Civic Auditorium is well located in the central area of the city. Well situated to serve many functions, it should be expanded as the major community center building to serve the diversified needs for meeting rooms, teen club, tourist reception center, and recreation center of senior citizens. Game courts, such as shuffleboard and lawn-bowling could be located in the areas indicated for park use.

(5) Anastasia Island Recreation Center. Some facilities for fishing and boating plus some recreation courts are already developed. As the population expands in this section of the city, the number and diversity of facilities should be expanded.

SCHOOLS

The planner is not particularly concerned with educational methods or systems, but he is vitally concerned with the adequacy of the school plant including grounds and the site locations. He is also interested in the coordination of schools with such elements of the comprehensive plan as streets and playgrounds.

A casual survey of school facilities reveals that St. Augustine occupies a very satisfactory position at this time. Overcrowding is not a serious problem because improvements recently completed were in accordance with recommendations contained in the 1955 School Plant Survey of the State Department of Education. The following Table 13 with pertinent data on school sites, plant age and capacity, compared with the 1960 membership for each school, summarizes existing conditions.

TABLE 13
1960 SCHOOL MEMBERSHIP AND SCHOOL PLANT SUMMARY
OF SCHOOLS IN THE ST. AUGUSTINE AREA

	Date of Erection	Date of Additions	Size of Site-Acres	# Class- Rooms	Member- Ship Capacity	1960 Member- ship
<u>WHITE SCHOOLS</u>						
<u>Grades 1-6</u>						
Orange St. Elem.	1909	1927	3.6	17	810	371
Fullerwood Elem.	1927		4.0	11	330	289
Evelyn Hamblen Elem.	1924	1950, '52, '54	6.0	14	450	317
R. B. Hunt Elem.	1954	1956	6.0	12	360	293
Crookshank Elem.	1959		10.0	12	360	391
<u>Grades 7-9</u>						
Ketterlinus Jr.High	1924	1950, '51, '54	1.0	15	450	564
St. Augustine High	1959		40.0	30	900	697
<u>NOW WHITE SCHOOLS</u>						
<u>Grades 1-6</u>						
Webster Elem.	1959		10.0	18	540	579
Excelsior Elem.	1924		1.0	12	360	359
<u>Grades 7-12</u>						
B. J. Murray	1954	1959	18.0	16	480	585

With moderate and gradual population growth within the corporate area and the contiguous urban area, there will be a continuing need for school plant expansion and periodically, for the construction of new schools. Population trends in the various geographical areas of the city must be studied to anticipate the future needs. The size of the school plant and its site must be planned for long range population requirements. Therefore, it is essential to reserve or buy adequate sites at the initial development stage, although the entire site might not be required for many years. Recommendations for long range site acquisition and expansion are summarized on the map, figure 18.

STANDARDS FOR SITE SIZE AND LOCATION

In general, each neighborhood should have its own elementary school. A universally recognized standard suggests that an elementary school be located within at least one-half mile walking distance of every home in built-up areas. If elementary schools are located near the center of the neighborhood, considerably more safety and convenience will be promoted than a location outside the neighborhood requiring children to cross busy arterial streets. Because neighborhoods in the older sections of St. Augustine tend to be fragmented and also because no adequate school sites remain, it is not practical to locate an elementary school in each residential area. However, several areas can be grouped to provide one elementary school district.

Sites for elementary schools should be a minimum of ten acres for the smaller plants intended for 360 to 480 pupils, which is the smallest practical size recommended by the State Department of Education. However, where necessary, plants accommodating as few as 180 pupils can be justified occasionally but that should be regarded as an absolute minimum enrollment. For larger school

plants up to 720 to 840 pupils, which is the largest size recommended, sites of at least 15 acres are required. Sites should have buildings grouped in such a way as to provide for an economical expansion without encroaching upon areas reserved for recreation use.

Because Senior high schools can be efficiently designed for as many as 1,500-1,800 pupils, the two schools recently completed can be expanded to serve the needs for the St. Augustine urban area for many years to come. Because neither school is well located with respect to the population centers, it will always be necessary to transport a large number of students. It is recommended that both school sites be expanded to include 40 acres.

Junior high schools generally should be designed for 800 to 1,200 pupils, and 500 pupils should be regarded as the minimum desirable enrollment. At the present time the two high schools in St. Augustine include both senior and junior high school grades. In future years with additional growth it may be economical to separate the junior and senior high programs, providing one or two additional junior high schools. A site on Anastasia Island and possibly an additional site to be selected later in the south end of the urban area are recommended for further study by the Board of Public Institution. Junior high schools should be located on sites of 20 to 30 acres.

SPECIFIC SCHOOL RECOMMENDATIONS

Orange Street School. The future of Orange Street School depends upon two factors: (1) the continued decline of surrounding residential areas and (2) the success of the pending historical restorations and their claim to the Orange Street site as a major restoration project. Over the years the surrounding residential areas have been fragmented by business and highway development, resulting in loss of population. The Neighborhood Plan suggests that this trend be halted in order to restore stability to the neighborhoods and thereby ensure many more years of useful life to the Orange Street School. In the future, it may be necessary to yield to historical restoration and permit the Orange Street School to be relocated. As subsequently recommended, the Ketterlinus Junior High School should be moved to a more adequate site, and the present plant be

remodelled for the Orange Street Elementary School program.

Ketterlinus Junior High School. This site is wholly inadequate for a modern Junior High School program; it can be expanded only at great cost. The school gymnasium is located on a separate parcel across Orange Street and adjacent city owned park property is utilized by the school for recreation purposes. Future growth in Junior High School membership should be accommodated at the St. Augustine High School, and in five years or so Ketterlinus Junior High School should be relocated to provide a second Junior High School in the eastern section of the St. Augustine urban area, preferably on Anastasia Island. At that time the present plant should be redeveloped as a small elementary school, taking the place of the Orange Street School. The City should reserve a two acre recreation site for school use on the city property north of Orange Street. According to restoration plans, Orange Street would be discontinued as a through street so would be eliminated as a hazard to the school program. A pedestrian overpass could be provided over the moat to connect the school with the playground.

Fullerwood Elementary School. Although the existing school plant is adequate for present requirements, any substantial increase in population within the service area will require a major expansion program or a new school center. The latter course is recommended because: (1) the existing plant, supplemented by temporary structures, ~~was~~ constructed in 1927 and has ~~an~~ poor arrangement for modern requirements; (2) the 4 acre site is very inadequate and difficult of enlargement, requiring the purchase of surrounding residential properties; (3) as indicated on the Land Use Plan, a very substantial enlargement of the service area is possible to the east and north, which development will ultimately provide a much larger school population. A new site should be reserved now of about 15 acres, partly to be developed from the marshland. The schedule for school construction, probably some five to ten years hence, is contingent upon expansion of residential development into the surrounding undeveloped area.

Excelsior Elementary School. This school plant, constructed in 1924, has serious deficiencies in layout and adequacy of physical facilities. The one acre site, almost wholly covered with buildings, is entirely inadequate and too costly to expand. In contemplating the long-range population trends, based upon the marsh area to the south, plans should be made for a new school center on a site of about 15-20 acres. For the next five to ten years the present school can be made adequate by some expansion of the site by acquiring adjacent residential properties, many of which are substandard. Any temporary expansion of site and plant improvement should not, however, avoid the ultimate need for a new, modern center in this section of the city.

R. B. Hunt Elementary School. The service area of the Hunt Elementary School is defined on the Neighborhood Plan, which indicates a need for a substantial increase in the plant and site. Growth trends on the Island will provide a guide to expansion of the plant by increments, but it is essential that the site be expanded now for the ultimate needs of 10-15 acres.

Evelyn Hamblen Elementary School. This school is located in a neighborhood having a good growth potential. The plant has recently been enlarged and the site expanded to six acres. This site should be enlarged to a minimum of ten acres.

Future Elementary School on Anastasia Island: A future elementary school site of at least 15 acres should be acquired about $1\frac{1}{2}$ miles southwest of the R. B. Hunt School, near the center of a potential neighborhood.

Two New Elementary Schools in South St. Augustine Urban Area. Sites of 10-15 acres each should be reserved now for the future development of two elementary schools, contingent upon growth trends. At this time there are indications that the school suggested west of U.S.1 will be needed before the development of a site east of U.S.1. However, both schools are indicated on the plan for a central location in the ultimate service areas.

FIRE STATIONS

An essential requirement of the growing, expanding community is adequate fire protection. The National Board of Fire Underwriters suggests that no part of a built-up residential area be farther removed than one and one-half to two miles from an engine company. Such a requirement imposes quite a hardship on St. Augustine because the city is divided into several geographical areas by water and marsh.

Over the years it will be necessary to provide two additional branch stations and a new central station. The existing central station is poorly located for ingress and egress; it is also inadequate as to space and accommodations. A new central station could be located advantageously in the proposed civic grouping of buildings, adjacent to the City Hall.

A new branch station is needed now in west St. Augustine and in future years a third branch will be needed in northwest St. Augustine, contingent on development in that area.

CIVIC CENTER

The governmental functions of St. Augustine occupy portions of the City Building, owned by the Model Land Company. As a seat of government, it is neither distinctive nor impressive. The St. Johns County Court House is wholly inadequate and overcrowded, cramped on a small site. Neither of these facilities is creditable and worthy of the governments they represent. Both governments, in anticipation of the changes contemplated within the historical area, should now consider seriously the creation and establishment of a governmental center that would reflect to the world the dignity, prestige and character of the city and county.

A governmental center is an institution as old as the history of civilized man. Around the "Agora" were held the public assemblies of Greece. The Forum was the great meeting ground of the old Romans. Such centers were the stage for the expression of common interests and they were developed in a manner to emphasize the character and strength of the community. In such an atmosphere the best impulses are aroused in the hearts of the citizens.

Throughout modern America there are many examples of great governmental centers. One now being completed is that on the river front in Jacksonville. Another outstanding center recently completed is the one at New Orleans where the state has even joined the city and the parish. Denver also has a commendable governmental center. Progress in this direction in contemporary America indicates that governmental centers are worthwhile..

PROPOSED ST. AUGUSTINE CENTER

Considerable study was devoted to the long range needs for governmental buildings to house the expanding and diversifying operations of the city and county governments. Because the location of these facilities within the historical area may not be compatible with the ultimate restoration plans, other likely sites

were explored.

Any site selected for a City Hall and Court House should be sufficiently large to accommodate the buildings giving to them a sense of spacious proportions. The ground should also provide ample space for off-street parking facilities. The site should be close to the central part of the city and the traffic circulation system--preferably within easy walking distance of downtown.

It is proposed that the area immediately north of Civic Center Park as indicated on Figure _____, page _____, be acquired and developed for governmental buildings. Located with frontage on the new street now being constructed between Ponce de Leon Boulevard and San Marco Avenue, will give the buildings excellent access and a fine vista.

There exists a community building in the civic center area which can be improved, as previously suggested, and be made a component part of the Civic Center. The governmental project would offer an opportunity to redevelop a portion of a declining residential section and a low grade commercial district (along San Marco Avenue), which would result in much improvement to the approaches to the historical area.

UTILITIES

The adequacy of utilities, particularly water supply and sewerage, involve engineering studies that extend beyond the scope of this report. The governing bodies of St. Augustine in the past, and at present, have always been conscious of their responsibility to the people as it relates to water and sewerage services. Electric light and power are furnished by the Florida Power and Light Company.

SEWERAGE

In the twenties under the direction of Eugene Masters, City Manager, the city undertook an extensive sewerage extension and water supply program. At that

time much of the built-up area between the Matanzas and San Sebastian Rivers was provided with sewers. Later this original system was enlarged and extended to Davis Shores and West Augustine, but notwithstanding this later work, a considerable portion of St. Augustine is yet unserved. During 1959, Black and Associates, Engineers, prepared a report for the city, recommending comprehensive sewerage and in addition thereto, plans for sewage treatment prior to disposal into the receiving waters. Areas listed by the engineers as most urgently needing sewer service are (1) North San Marco Avenue and Saratoga Lake area, (2) Ravenswood area in West Augustine, (3) Andalucia Parque in West Augustine, and (4) Davis Shore--Anastasia Island area. With the introduction of sewerage into these various areas, the city will be comprehensively covered.

SEWAGE TREATMENT

The greatest need next to the completion of the sewerage system is the installation of treatment devices to minimize or eliminate entirely the discharge of raw sewage into the bordering streams. Currently there are nearly twenty outfall sewers discharging raw sewage into the Matanzas River and some six outfalls into the San Sebastian River. The Black Report proposes the elimination of a majority of these outfalls by the installation of intercepting sewers and sewage treatment works--one on the mainland and one on Davis Shores.

Before a final decision is made on the location of the mainland sewage treatment plant, it would be advisable for the engineers to review the proposed Land Use Plan which may suggest modifications of their plans.

The report and plans defined by Black and Associates are complete and leave little else to recommend.

WATER SUPPLY

In the twenties, the artesian water supply of St. Augustine became heavily impregnated with iron and some salt to the degree that it was generally unwholesome

and unpalatable. A new supply was then provided by the drilling of shallow wells west of the city. These wells vary in depth from 65 to 90 feet, deriving a water reasonably soft and free from the objectionable quality of the former water. Studies by Simons and Black in 1926 revealed however that water from this shallow aquifer was heavily charged with free carbon dioxide which on release in the mains produced a discoloration and taste of iron. Subsequently, the city installed treatment devices to degasify the water which since has been delivered soft and clear.

The well field to the west can be extended indefinitely so the city's supply for the future is assured. The water distribution system serves the city as a whole.

CHAPTER VI.

THE CENTRAL AREA PLAN

The central area of St. Augustine is unique in that it comprises a historical area dating back to the earliest beginnings of settlement of America. The area has much of historical interest; its narrow streets were designed for pedestrians and horse drawn carts; the atmosphere is one of an intimate relationship between people and environment. The overall result is one of considerable charm, and the thousands of visitors attracted annually to the area make tourism an important basic industry in the St. Augustine economy.

The central area of most cities is one of concentrated activity, within which is a core area where the principal retail, financial, governmental, and administrative activities are located. In the past the Central Business District, as the core area is commonly known, has been the area of highest real estate values, greatest diversity of economic activity, tallest buildings, and greatest concentration of people. The advent of the private automobile, however, has brought confusion and tension to people and congestion of vehicles; consequently, many cities failing to redesign their central areas to meet the space needs of the automobile are witnessing considerable decentralization from and decline in the Central Business District.

Although to a lesser degree, these conditions of concentration and value prevail in the central area of St. Augustine. Its Central Business District is afflicted by the same problems of traffic congestion and parking, but because of the narrow streets these problems are more serious than in other cities of comparable size.

The dual role of St. Augustine's central area - as a commercial district and a historical-tourist center - presents a dilemma in planning for the future.

On the one hand, the survival of the Central Business District as the principal commercial center requires wider streets; customer and employee parking requires vast areas for vehicle storage. On the other hand, the preservation and restoration of the area as a historic monument dictates the retention of the narrow streets and parking areas of limited extent. Indeed, many of the existing businesses--with their incongruous signs, plate glass windows, and large space requirements--are out of step with the historical concept and character of the area as a whole.

THE FUTURE ROLE OF THE ST. AUGUSTINE CENTRAL AREA

Modernization for commercial functions and the preservation of the historical atmosphere are so incompatible that considerable thought must be given to the future role of the area. If the commercial function is to be continued and intensified and the integrity of the Central Business District maintained, extensive street widening and parking improvements ultimately would be necessary. Normal growth would require an increase in the commercial area, which would add to the existing problems of parking and traffic congestion. Concurrently with these improvements the commercial district would increase in value, making more difficult any ultimate plan of restoration.

Because of a renewed interest and the formation of the St. Augustine Historical Restoration and Preservation Commission, prospects appear better than ever for the eventual restoration of the historical area of St. Augustine. Restoration cannot be accomplished overnight; its success will require much study, the expenditure of much money and years of accomplishment toward an ultimate goal. Fortunately, the narrow street pattern basic to the historical atmosphere has not been disturbed too much over years of commercialization but only a few buildings of historic value remain. The ultimate effect of restoration on the land use pattern is a problem for additional study and de-

termination, but presumably many existing industrial and commercial land uses must be eliminated. Types of businesses that can be accommodated without too much conflict of interest will be specialty shops and service establishments catering principally to the tourist trade. Their space requirements and type of operation must be such that the commercial atmosphere can be subordinated to the historical. Most of this will be accomplished through compatible architectural design.

Every encouragement should be given the success of restoration because of its importance to the economy of St. Augustine and to the cultural heritage of America. The issue must be squarely faced by the community. If restoration is accepted as the ultimate goal, plans must be undertaken to relocate those commercial uses that are found to be unsuited to the restored area. Undoubtedly there will be a long period of transition before all structures of incompatible design and unnecessary commercial land uses can be eliminated.

RELOCATION OF THE CENTRAL BUSINESS DISTRICT

At this time the Central Business District, as shown on the accompanying map, is centered around the Plaza and along St. George Street. This is the main area of retail shopping, but in addition there are many tourist service establishments. Within this area the parking problem is most acute. The Central Business District is geographically central to the various residential service areas of the city, and accessibility is good from all directions. Fortunately, the Plaza area is spacious and easily accessible to vehicular traffic via King and Cathedral Streets. Only that portion of the business district along St. George Street, which is one-way south, is difficult of access.

A very strategic area for the relocation of business establishments is





SUGGESTED RELOCATION PLAN FOR THE CENTRAL BUSINESS DISTRICT, INDICATING THE REDESIGN OF STREETS, PLACEMENT OF COMMERCIAL BUILDINGS, LOCATION AND AMOUNT OF OFF-STREET PARKING.

THE CENTRAL AREA ST. AUGUSTINE, FLA.

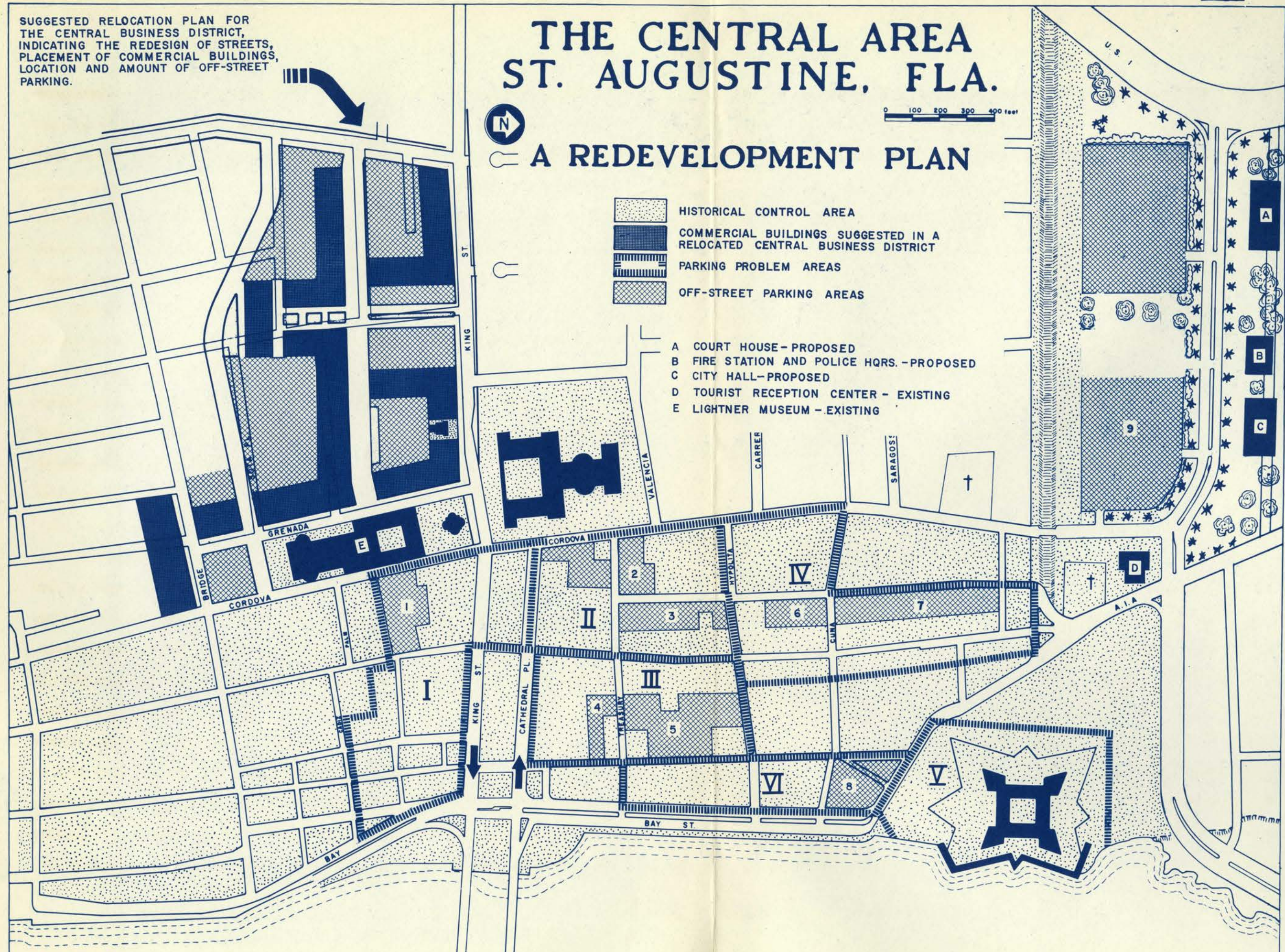


0 100 200 300 400 feet

A REDEVELOPMENT PLAN

-  HISTORICAL CONTROL AREA
-  COMMERCIAL BUILDINGS SUGGESTED IN A RELOCATED CENTRAL BUSINESS DISTRICT
-  PARKING PROBLEM AREAS
-  OFF-STREET PARKING AREAS

- A COURT HOUSE - PROPOSED
- B FIRE STATION AND POLICE HQRS. - PROPOSED
- C CITY HALL - PROPOSED
- D TOURIST RECEPTION CENTER - EXISTING
- E LIGHTNER MUSEUM - EXISTING



suggested on the Central Area Plan, figure 19 , along King Street West of Cordova. Retail shopping already available here includes a supermarket and drug store. Others are under construction. It would be advantageous for retail stores to cluster in this vicinity with the provision of large areas for off-street parking. At the same time the relocation area is reasonably close to the existing Central Business District, which factor should facilitate relocation during the transitional period of restoration. In this way the existing business district around the Plaza would supplement the new business district until such time as it became well established. The relocation area would house those businesses finding no benefit from the tourist trade and unsuited to the historical atmosphere. The Plaza area and St. George Streets would continue to be important service areas of restaurants, specialty shops, and offices.

The possibilities of relocation are in keeping with trends observed in larger cities and to a lesser extent in St. Augustine. The trend toward decentralization of the "convenience" goods and services establishments from the central area have been strong in the larger cities, but to some degree also in the smaller towns. Grocery stores and meat markets; furniture stores; hardware stores; automotive sales and servicing; cleaning, laundry, tailoring, and dressmaking establishments; motels; confectionery stores; and many business and professional offices tend to gravitate to locations along major streets, where they are more accessible by automobile.

For the maximum benefit to be derived from relocation, comprehensive planning of the selected area is required to accomplish off-street parking lots, wide business streets, the location of the various stores in relation to each other, and peripheral access roads. King Street must be four laned

and additional street improvements would be necessary to improve traffic circulation. To finance the property acquisition for new stores, perhaps a downtown business corporation could be established and improvement bonds sold to participating members. Parking revenues, collected by the city on existing curb facilities, would be used to finance acquisition and improvement of off-street lots. Street improvement would be financed by general obligation bonds.

THE HISTORICAL AREA-TOURIST CENTER PLAN

The planning of the restoration of the Historical Area is vested in the St. Augustine Historical Restoration and Preservation Commission, and plans included in this report have been coordinated with preliminary plans of that body. The Central Area Plan delimits the area of primary interest, and detailed plans will be formulated for a series of restoration projects over the years.

It is proposed that the City's zoning powers be used to their maximum extent to assist the Commission in carrying out their goals. Through zoning restrictions it will be possible to halt any future encroachments of incompatible land uses, and the height of structures and coverage of the land can be controlled.

Additional improvements affecting the overall plan of the city but also related to the historical area must be considered:

AESTHETICS, ACCESSIBILITY AND TRAFFIC FLOW

It is not enough to have an attractive historical show-piece and then display it poorly. People must be attracted to the area over well marked routes that are convenient. It would be to St. Augustine's credit and advantage if the routes could be made more attractive. It is demoralizing for

the visitor to anticipate something of unique beauty and be greeted along the approaches by the many garish signs and blatant businesses vying with each other for the tourist dollar.

Study should be given to the enactment of sign regulations controlling their size and location. All signs, existing or proposed, except those of a public, directional nature, should be eliminated from public right-of-way. Furthermore, good taste should be exercised by the city in the type of directional signs that are used. Signs of billboard proportions should be avoided.

The completion of Ponce de Leon Boulevard (U. S. 1) will offer a good prospect of overcoming the unattractive entrances now available to the traveler. A new entrance from U. S. 1, proposed some months ago in a preliminary report, is now under construction one block north of Orange Street. This entrance will direct visitors to the Fort and City Gates through an open area that should ultimately be developed as a large park and tourist reception center overlooking the restored Cubo line. The establishment of this street will permit alteration of Orange Street for the re-establishment of the Cubo line. It is important that the city acquire all of that property fronting on the east side of U. S. 1 between Orange Street and Grove Street to provide an open view of the Fort, Cubo line, and City Gates from U. S. 1. Unless all this property is acquired, businesses may eventually be established to block the view and destroy the effect of the new entrance.

IMMEDIATE PROBLEMS

With the foregoing long range goals in mind, it is necessary that some attention be given to a problem of more immediate concern: Traffic flow and off-street parking for tourists, shoppers, and employees, who find it necessary to come to the Central Area for various reasons. Ultimately, the

long range plans will eliminate most of the need for parking within the historical area and provide for it elsewhere. However, there will be a transitional period during which a limited amount of off-street parking could be introduced. Ultimately, these parking sites could be redeveloped in accordance with detailed plans for historical restoration.

THE PARKING PROBLEM

There are three parking problems existant within the Central Business District, i. e., (1) parking for shoppers and others engaged in business; (2) parking for executives and employees and (3) parking for tourists. Shoppers and those on service or professional missions require a large number of low cost parking spaces located within a short distance of their first destination in the area. A majority of the shoppers' trips are of a relatively short duration - a majority are less than forty minutes and advantageously located spaces may accommodate up to an average of eight parkers per eight hour day. Tourists will require longer parking periods, up to several hours for those availing themselves of the various tours or an opportunity to leisurely walk around the historical area. Some tourists may desire to drive around the area and park at each attraction. While shopping or having meals within the central area, the problem of the tourist is not unlike that of any other shopper. Employers, executives and employees need spaces for the hours of their work day, except possibly for some who journey home for lunch during the noon hour.

PARKING INVENTORY

A complete inventory was made of available parking spaces in the area bounded by Cordova Street on the west, City Gates on the north, Bay Street on the east and Cadiz Street on the south. Within this area there are some 476

curb spaces and some 652 off street spaces or a total of 1,128 spaces. Of these approximately 259 are one and two hour metered spaces at the curb and 193 are free off street spaces available to shoppers and persons on business errands of short duration. Approximately 108 five hour metered curb spaces, 100 unmetered curb spaces and 459 off street spaces are available to employees, employers, shoppers and tourists for stops of longer duration. See Tables IA and IB.

AUTOMOBILES ACCOMMODATED

During a typical day of May, 1959, approximately 2,543 automobiles parked for varying intervals of time in the Central Area. It is interesting to note that the 292 metered curb spaces comprising 28% of the total spaces available, accommodated about 1,468 automobiles or about 58% of the total. The several privately owned off street lots, made available free to shoppers, comprise 23% of the total spaces available and accommodated about the same proportion of the total vehicles. However, the 408 private and commercial spaces which comprise 39% of the total spaces available, accommodated only 15% of the total vehicles. (See Table IA)

EMPLOYEE PARKING

Obviously, a significant part of the parking problem is the parking of vehicles belonging to employees and employers of the downtown area. A survey in February, 1959, by the Retail Merchants Division of the Saint Augustine Chamber of Commerce revealed that approximately 627 employees and 177 employers (804) and officials came downtown daily, bringing with them 480 vehicles in addition to some 98 company owned vehicles used in the business. According to that survey, about 55% of the vehicles were parked in private or commercial facilities, about 13% in public lots intended for shoppers and

about 13% in metered curb spaces and the remaining 19% were parked in unmetered curb spaces.

Since the time of the Merchant's Survey a vigorous policy of the enforcement of time limitations plus public education have reduced substantially the amount of long time parking in facilities intended primarily for shoppers. See Table II. Evidently, employees and employers are now parking a substantial number of vehicles outside the Central Area and walking an extra block or two to work. Persons working downtown should be encouraged to seek less desirable but cheaper, if not free, parking outside the area of high parking demand. Space for employee parking could be made available in the civic center area. Perhaps the sightseeing trains could operate at a special rate for employees between the hours of 7:30 - 9:00 A. M. and 4:30 - 6:00 P. M. to transport workers from parking areas to the business district.

PARKING FOR SHOPPERS

The efficiency of metered curbside parking is demonstrated in Table IA; turnover for metered curb spaces is higher than for any other category. However, in any city where streets are efficiently used for their primary function--moving traffic, there can never be enough curb space to satisfy the parking demand.

The primary purpose of meters is to obtain a fast turnover of vehicles and thus avoid the all day storage of workers' vehicles. Table III demonstrates that 75% of all parkers utilizing metered curb spaces were able to satisfy their parking requirements in less than 40 minutes and 92% required less than one hour. About 7% of the parkers at metered curb spaces evidently desired to stay from two to three hours. Because any further restrictions on time limits less than one hour might cause undue duress to shoppers, it

is open to question that any further limitations of time would obtain the desired result.

To the contrary, results tabulated in Table IV indicate that turnover is a function of good location rather than time limitations on the meter. A comparison of 56 well located one hour spaces along the Plaza with 58 equally well located two hour spaces along the Plaza shows a rate of turnover per eight hour day of 6.3 vehicles and 6.6 vehicles, respectively. It appears that meters of two hours and possibly three hours duration are as effective as one hour meters in encouraging turnover, if factors of location are the same. Meters over three hours are to be discouraged.

TOURIST PARKING

Approximately 686 cars or 27% of the 2,543 total vehicles parked in the Central Area on an average day in May, 1959, were out of county cars. Judging from attendance records at the Castillo de San Marco, the July peak in tourist parking demand will be equal to twice the demand recorded in May. This high peak in the summer cannot be accommodated by additional parking lots within the congested business area without endangering the character and atmosphere that attracts tourists to Saint Augustine. The development of a tourist reception center near the Castillo and the City Gates at the site of the "Civic Center" is strongly supported for satisfying the major requirements of tourist parking. From this reception center, tourists may walk into the historical area or take rides on carriages and trains.

PARKING REQUIREMENTS

Based upon an estimated 247,500 square feet of retail floor area, 126,400 square feet of office floor area and 46,000 square feet of floor area devoted to amusement, present parking requirements can be calculated in several ways.

According to one authority, there should be 7 spaces of parking per 1,000 square feet of business floor area, a formula used for many shopping centers but it is more generous than Saint Augustine can afford. A more moderate formula of 1,000 square feet of parking for 1,000 square feet of retail uses and 500 square feet of parking space for 1,000 square feet of office uses appears reasonable in calculating requirements. According to this formula at least 1,262 spaces are required now; which means that there is currently a deficit of 134 spaces.

On the basis of an estimated peak demand on an average day in May, 1959, of about 716 spaces, there is a need for 1.7 spaces per 1,000 square feet of floor area in Saint Augustine's Central Area. Because this represents the demand for a period of the year considerably below the summer peak, which probably is 25% to 50% higher, the ratio of 1.7 spaces per 1,000 square feet of floor area should be considered an absolute minimum. Inasmuch as an improved parking program will stimulate business and a greater parking demand, the formula of 3.6 spaces per 1,000 square feet is recommended as a practical goal.

At the time of the survey there appeared to be no serious shortage of total space available, only a shortage of well located spaces available to the shopper. Emphasis should be placed on making permanent those well located lots that exist today. Most of the off street lots are badly in need of surfacing, drainage and access drives to encourage more efficient use. Meters should be installed to encourage turnover and restrict storage parking.

WHERE SHOULD FACILITIES BE LOCATED?

From the shoppers' viewpoint parking should be available at the curb in front of the first destination. Since it is impossible to satisfy this desire, studies have been made to determine how far people will walk from their

parked vehicle to their first destination. This distance varies from city to city, but appears to be inversely related to the size of the business district. For cities under 35,000 population about 350 feet is the maximum recommended distance, although employees in particular can be induced to walk further if cheaper parking is available ("Parking", Bruno Funaro, 1958). It also makes a difference whether or not much of the walking distance is through "dead" i. e., non-business area.

SIX PROBLEM PARKING AREAS

It can be seen readily that the parking problem of central Saint Augustine is not uniform throughout but is related to the intensity of business development and tourist attractions. As a result of land use classification and a study of business floor areas, the Central Area was divided into six parking problem areas with a view toward developing facilities in each area that could satisfy parking requirements of that particular grouping of businesses.

PARKING PROBLEM AREA 1. The area lying on the south side of the Plaza east of Cordova Street. The Post Office is included in this area by an arbitrary demarcation.

PARKING PROBLEM AREA 2. The area lying north of the Plaza, west of Saint George Street, east of Cordova Street and south of Hypolita Street.

PARKING PROBLEM AREA 3. The area lying north of the Plaza, east of Saint George Street, west of Charlotte Street, south of Hypolite Street.

PARKING PROBLEM AREA 4. The area lying north of Hypolita Street, including the frontage of both sides of Saint George Street to the Old School House, with an extension west to Cordova Street for that block south of Cuna Street.

PARKING PROBLEM AREA 5. The Castillo de San Marco.

PARKING PROBLEM AREA 6. The business area along the Bayfront east of Charlotte Street, north of the Bridge of Lions and south of the City Gates.

Table VII summarizes the floor area of business, offices, tourist attractions and entertainment uses by the foregoing problem areas. Likewise, calculations of parking requirements, parking available and parking required are made for each district.

SUMMARY AND RECOMMENDATIONS

1. PARKING FOR SHOPPERS. Currently there is a shortage of approximately 134 spaces serving the retail area. With improved business conditions, this shortage may grow to approximately 275 within the next several years. Parking needs vary within the retail area, however, and the following recommendations consider the needs according to the division of the retail area by "Parking Problem Areas".

(a) Parking Problem Area 1. A shortage of about 105 spaces could be solved by the development of a Public Parking Facility Number 1 (Proposed). 250 spaces provided, less 103 spaces existing, would yield about 147 additional spaces. Future growth could be satisfied by the addition of about 160 spaces in Parking Facility Number 2 (Proposed).

(b) Parking Problem Area 2. A shortage of about 51 spaces could be solved by the addition of 60 spaces in Public Parking Facility Number 3 (proposed). Facility Number 4 (proposed) would provide approximately 120 permanent spaces which is about equal to the number of temporary, unimproved spaces available at the present time. Area 3 might be expanded to include the bus terminal property to obtain an additional 100 spaces.

(c) Parking Problem Area 3. A shortage of about 99 spaces could be solved by the development of Parking Facility Number 5 and Number 6, providing 27 and 203 spaces, respectively. The purpose of Facility Number 5 is to facilitate flow of traffic through the bank lot into Facility Number 6, which would be the main parking area of this section of the business district. 250 spaces provided, less about

97 spaces existing, would yield about 153 additional spaces.

(d) Parking Problem Area 4. There is no significant shortage in this area at the present time, but conditions are good for the development of more business frontage along Saint George Street in connection with a restoration trend. Facilities Number 7 and 8 (proposed) would provide about 341 spaces, less about 47 spaces existing, for a yield of approximately 294 additional spaces.

Until such time as these spaces might be required for short term parking of shoppers and tourists, these lots might be employed for storage parking of employee's vehicles.

(e) Parking Problem Area 5. The Castillo de San Marco is a special parking problem of the United States Park Service. Plans for approximately 150 spaces in Area 9 (proposed) should meet requirements; however it will be desirable in an ultimate restoration plan that tourists park near the Civic Center (proposed Tourist Reception Center) and possibly this parking area can be eliminated from the historic area and redeveloped more in keeping with the historical atmosphere.

(f) Parking Problem Area 6. The Bayfront area has no shortage at this time and parking facilities should continue to be a part of the motel and hotel development that has located in this area, without need for public parking facilities other than the curb parking available.

2. PARKING FOR TOURISTS. Parking Facility Number 10 (proposed) can accommodate all the tourists' cars that are likely to come to the Central area at a given time. About 700 cars can be accommodated in the area indicated on the map but additional area is available. Peak demands for tourists

parking can be studied during July to determine the amount that should be developed near the proposed Tourist Reception Center (Civic Center).

3. EMPLOYEE PARKING. A very large part of the parking problem is to encourage employee storage parking at some distance from the retail area in order to make the close-in spaces available to tourists and shoppers. By making the proposed public parking facilities metered lots with maximum time allowances of three hours, employees will find it impractical to monopolize shopper spaces. Employees will then seek parking at the nearest facilities available to them. It should be kept in mind that employee parking will provide a market to produce revenue for those facilities less well located at the present time. Some facilities of this type might be metered up to ten hours, but this should be a temporary use. As soon as facilities are needed for shoppers, time limitations should be altered. Additional free employee parking can be made available at the tourist reception center.

4. TRAFFIC FLOW. Ultimately the parking plan should lead to the removal of curb parking from most, if not all, the streets within the historical area. Parking areas should be located in such a way that automobiles would make the least invasion of the area, such as the parking along Spanish Street would provide. It is not far fetched to consider making St. George Street a pedestrian way, entirely free of vehicles from the City Gates to Cathedral Street. Gradually other streets--such as Aviles Street--of the historical area should become pedestrian ways. Following are some pertinent proposals that might be affected in the future regarding traffic flow and congestion:

(a) A new entrance to the historical area in the vicinity of the Fort and City Gates should be developed to the tourist reception center. The reception center should be supplied with large parking areas, and it would serve as the

depot from which all sight-seeing trains begin their tours. The new entrance street should be a wide, four lane street made attractive with plantings, and it should connect also directly with Cordora Street, as indicated on the map.

(b) Eliminate curb parking along St. George Street between Treasury Street and Cathedral Street. This block is the only major traffic bottle-neck observed at this time. The elimination of parking would made possible a right turn lane in addition to the single lane available now. Traffic often backs up from the traffic light at Cathedral Street for a distance of two blocks. Eleven spaces would be lost.

(c) Eliminate vehicular traffic from St. George Street between the City Gates and Cuna Street. Only eleven spaces would be lost for parking.

(d) Along with the parking development, make Spanish Street two way without any curb parking. As a two way street it would be more convenient for servicing the parking facilities.

(e) King Street should be improved considerably to provide a better connection with U. S. 1, and to the western portion of the city. Four moving lanes should be provided, preferably without curbside parking.

(f) Eventually, an additional bridge should supplement the Bridge of Lions (parallel to it) in order to provide two lanes of traffic in each direction. At that time and probably sooner, Cathedral and King Streets should be made into a one-way pair.

(g) Cordova, which skirts the historical area should be widened to four lanes without parking to facilitate the flow of traffic around the area as a connecting link between King Street and U. S. 1 and Florida A1A.

TABLE I A

INVENTORY OF PARKING SPACES BY TYPES AND
INVENTORY OF AUTOMOBILES IN AN EIGHT HOUR DAY

	<u>TOTAL SPACES</u>	<u>% of TOTAL</u>	<u>TOTAL VEHICLES 8 HOUR DAY</u>	<u>% OF TOTAL</u>	<u>CARS/SPACE/ 8 HOUR DAY</u>
Metered Curb Spaces	292*	28.0	1,468	57.7	5.0
Unmetered Curb Spaces	100	9.5	83	3.3	.8
TOTAL CURB SPACES	392*	37.5	1,551	61.0	4.0
Public Lots - Free	244	23.4	610	24.0	2.5
Commercial Lots	148	14.2	122	4.8	.8
Private Spaces	260	24.9	260	10.2	1.0
TOTAL OFF STREET SPACES	652	62.5	992	39.0	1.5
TOTAL ALL SPACES	1,044*	100.0	2,543	100.0	2.4

*Not included are approximately 84 spaces, presumed to be metered, along Bay Street between the Castillo de San Marco and the Bridge of Lions, because these spaces were not available during the time of this survey. When construction along the bayfront is completed, this will bring the metered spaces to a total of approximately 376 or a total of all types to 1,128 spaces.

TABLE I B

CLASSIFICATION OF METERED SPACES BY TYPE

<u>MAXIMUM TIME ALLOWED</u>	<u>NUMBER SPACES</u>
One Hour Meters	162
Two Hour Meters	97
Five Hour Meters	108
Twelve Minute Meters	9
TOTAL METERS	376

TABLE II
DURATION OF PARKING TRIPS

<u>DURATION OF PARKING</u>	<u>METERED CURB SPACES</u>	
	<u>NUMBER</u> <u>OF CARS</u>	<u>% OF</u> <u>TOTAL</u>
Under 40 minutes	1,102	75.1
1 hour	252	17.2
1 hour & 40 minutes	69	4.7
2 hours & 40 minutes	19	1.3
3 hours	13	.9
3 hours & 40 minutes	6	.4
4 hours and 20 minutes	2	-
5 hours	1	-
5 hours and 40 minutes	0	-
6 hours and 20 minutes	1	-
7 hours	0	-
over 7 hours	1	-

TABLE III
DEMAND FOR PARKING AT VARIOUS TIMES OF DAY

<u>TIME OF DAY</u>	<u>METERED CURB SPACES</u>	<u>FREE PUB LIC AND COMMERCIAL OFF STREET SPACES</u>	<u>TOTAL*</u>
7:00	177	248	425
9:40	204	288	492
10:20	196	292	488
11:00	195	272	467
11:40	189	260	449
12:20	185	249	434
1:00	178	230	408
1:40	160	242	402
2:20	162	260	422
3:00	177	278	455
3:40	164	277	441
4:20	170	259	429
5:00	145	245	390

*Not included in this total are 100 unmetered curb spaces, most of which were not favorably located. Spot checks indicate about 60% of these were occupied during the morning peak, and about 50% were occupied at other times of day. Also not included in the above total are 260 private spaces either unfavorably located or restricted from general public use. Spot checks indicate about 67% are used during the morning peak, about 60% during other periods.

TABLE IV
RATE OF PARKING TURNOVER ACCORDING TO
TYPE AND LOCATION OF METERED SPACES

<u>TYPE AND LOCATION OF SPACES</u>	<u>CARS PER 8 HOUR DAY</u>	<u>SPACES</u>	<u>TURNOVER PER 8 HOUR DAY/SPACES</u>
140 one hour metered spaces	786	140	5.60
80 two hour metered spaces	534	80	6.72
Well located one hour spaces along the Plaza	353	56	6.32
Well located one hour spaces along North Saint George Street	334	47	7.12
Well located two hour spaces along the Plaza	387	58	6.64

This study was conducted to determine if turnover of cars is a function of time limitation on metered spaces; or if location is more important in determining the rate of turnover. Therefore, this study does not include all the metered spaces inventoried, but groups are selected to test those factors that influence the rate of turnover.

TABLE VTYPES OF FACILITIES THAT ACCOMMODATE ALL DAY PARKERS

<u>TYPE OF FACILITY</u>	<u>CARS PER 8-HOUR DAY</u>	<u>NUMBER PARKED ALL DAY</u>	<u>% OF TOTAL PARKED ALL DAY</u>
<u>Curb Spaces</u>			
Metered spaces	1,352	7	.5
Unmetered spaces	22	7	32.0
<u>Off Street Spaces</u>			
Free public spaces	325	54	16.6
Commercial lots	122	93	72.6

This data represents a sample of the total parking spaces inventoried. The sample represents a substantial portion of the total in each category, however and should prove reliable for the purpose.

TABLE IVCOMPARISON OF PARKERS: LOCAL RESIDENTS AND OUT OF COUNTY

<u>CATEGORY</u>	<u>CURB</u>	<u>OFF STREET</u>	<u>TOTAL</u>
Cars / 8 hour day in the sample	1,374	472	1,846
Number of out of county cars	479	27	506
Local cars	895	445	1,340
Per cent of cars which are local	66.2	94.3	72.6

TABLE VII
SUMMARY OF PARKING REQUIREMENTS, BUSINESS FLOOR AREAS,
PARKING AVAILABLE, AND PARKING DEFICIT OR SURPLUS BY
AREAS OF THE CENTRAL BUSINESS DISTRICT

	<u>P A R K I N G P R O B L E M A R E A S</u>							<u>TOTAL</u>
	<u>#1</u>	<u>#2</u>	<u>#3</u>	<u>#4</u>	<u>#5</u>	<u>#6</u>	<u>OTHER</u>	
A. Floor Areas (000's sq. ft.)								
(1) Retail sales and services	77.0	75.6	46.1	42.7	--	6.1		247.5
(2) Office	19.4	23.9	59.9	23.2	--	--		126.4
(3) Tourist Attractions, Entertainment	28.8	--	8.3	8.9	NA	--		46.0
(4) Vacant but available for ground floor retail uses	17.6	--	10.1	11.6	--	--		39.3
(5) TOTAL OF ITEMS 1, 2, 3	142.8	99.5	124.4	86.4	--	6.1		459.2
B. Parking Spaces Required*								
(1) 3.6 spaces/1,000 sq. ft. of retail uses	277	272	166	134	--	22		871
(2) 1.8 spaces/1,000 sq. ft. of office uses	35	42	108	42	--	--		227
(3) 3.6 spaces/1,000 sq. ft. for entertainment uses	104	--	30	30	--	--		164
(4) 3.6 spaces/1,000 sq. ft. of available vacant	63	--	36	42	--	--		141
(5) TOTAL SPACES REQUIRED NOW ITEMS 1, 2, 3	416	314	304	206	--	22		1,262
C. Parking Spaces Available								
(1) Curb spaces	171	51	85	81	NA	63	25	476
(2) Off Street spaces	143	212	120	139	NA	**	38	652
(3) TOTAL PARKING AVAILABLE	311	263	205	220	NA	63	63	1,128
D. Parking Surplus or Deficit								
(1) 1959	-105	-51	-99	+41	--	+41*	+63	134
(2) Within next several years Item D (1) plus item B (4)	-168	-51	-135	-28	--	+41	+63	275

NA. Not applicable, separate planning problem by the United States Park Service.

*Requirements based upon 1,000 sq. feet of parking per 1,000 sq. feet of retail uses (1:1); a requirement of 500 sq. ft. of parking per 1,000 sq. ft. of office uses (1:2); and assuming 1,000 sq. ft. will average 3.6 cars when used most efficiently in sizeable lots designed with 90° parking stalls of 9 x 19 ft. plus 9 x 12 feet for an access drive per each stall.

**Hotel and motels not computed in this study either for floor area or for parking. Most of these establishments provide adequate off street parking for their patrons.

CHAPTER VIICOMMUNITY APPEARANCE

"The concept of the public welfare is broad and inclusive--the values it represents are spiritual as well as physical, esthetic as well as monetary. It is within the power of the legislature to determine that the community should be beautiful as well as healthy, spacious as well as clean, well balanced as well as carefully patrolled." Justice Douglas, U. S. Supreme Court in case Berman Vs. Parker.

Someone has asked: "Why are our cities so ugly--how may their growth be made to reflect harmony and beauty rather than discord and ugliness?" Such questions can be answered best by the citizenry of the community because they are responsible for the impressions made by their city. The city but mirrors the progress, hopes and ideals of its citizens.

Pleasing appearances are great assets. They convey lasting impressions on the travelling public and lift the spirit of their own citizens. Some cities are remembered by their bedraggled, unkempt and sign bedecked highway entrances; others are remembered because of their substandard housing and congestion, but others impress one by their beauty, spaciousness and orderliness.

St. Augustine can be one of the most beautiful and attractive cities in America. It has an incomparable natural setting of beauty; from its old Fort, the breakers of the sea can be heard and seen. No environment has more innate charm or possesses a more colorful historical background. Yet, seldom does St. Augustine appear in the lists of colorful, unique American cities as does Williamsburg, Charleston and New Orleans.

Through its long years of growth, the aesthetic potential of St. Augustine has been needlessly exploited by an aggressive commercialism that has invaded and diluted the old world atmosphere of an earlier day. Gaudiness, ugly signs, incongruous architecture and misplaced structures have too often polluted the landscape, imparting to the scene more of a carnival spirit than the dignity,

reserve and prestige of a noble, historical heritage. St. Augustine and the pioneers who left such a rich heritage merit better treatment.

Notwithstanding, commendation should be extended to those people and agencies who have endeavored to retain or restore the shrines and spirit of the past. The restored Governor's Mansion on St. George Street, with its balcony and patio and the restored Avero house, are examples of what can be done to bring back the old world charm. The restoration of the Mission of Hombre de Dios and Shrine of Our Lady of La Leche is most commendable and noteworthy also, the development incident to the Fountain of Youth. The National Park Service of the Interior Department, the Military Department of the State of Florida, the St. Augustine Historical Society and the Florida East Coast Hotel Company have each contributed much toward the preservation and pleasing atmosphere of such places as the old Fort (Castillo de San Marcos) the Oldest House, and Arsenal and Military properties, the various old historic monuments and homes, and the grounds and buildings of the Ponce de Leon Hotel. These various structures have created in the past much of the personality of St. Augustine and nothing should be permitted to invade or destroy the sanctity of the charm they possess and reflect.

The State Road Department has recently contributed materially to the beauty of the north entrance to St. Augustine from U.S.1 by the planting of palms and shrubs. How much better is this welcome to St. Augustine than a junk yard! The traffic circle at the interchange of Ponce de Leon Boulevard and San Marco Avenue is an outstanding example of how beauty can be combined with the functional design of a highway intersection. The gates, sculpture and cannon with its landscaping is also fitting, illustrating how the other entrances to the city can be treated. The grounds and new depot of the Florida East Coast Railway adjacent to U.S.1 on the north also add much to the landscape--another example of

how the functional can be blended into the natural beauty.

Much of Ponce de Leon Boulevard (U.S.1) parallels the San Sebastian River and its marsh. This natural vista should be preserved and not be cluttered up with multiplicity of ugly signs. After the dose of billboards encountered in St. Johns County along U.S.1 from the north, the San Sebastian River and marsh area offers a pleasing contrast. Many visitors on the highways judge a community by the manner in which such natural scenic areas are treated.

Along Ponce de Leon Boulevard there are a number of large directional billboards, one of which is in Davenport Park. Directional signs have a useful purpose along the highway, but small attractive directional signs of a uniform design would accomplish the purpose without blighting the landscape. St. Augustine, through its Planning Board, should evaluate the sign problem in its entirety and from such study define a sign ordinance to regulate the future uses of signs. The rigid control of signs will contribute immeasurably to the attractiveness and beauty of St. Augustine.

Currently, the city is constructing a new highway connection between Ponce de Leon Boulevard and San Marco Avenue in the vicinity of the tourist reception center. This is a desirable connection as indicated in the Major Street Plan, but the properties contiguous thereto and also those along Ponce de Leon Boulevard should be protected against the unwarranted invasion of commercial enterprises. Property not yet owned by the city should be acquired without delay.

St. Augustine could enhance its beauty with more park facilities; currently there are too few parks. Many opportunities exist for the development of small landscaped areas that would contribute greatly to the esthetic values of the community. Not all parks need be large but if strategically located at a focal point, a small park of two or three acres would do much to attract attention and

set a standard for the surrounding neighborhood.

Williamsburg offers a living demonstration of the value of esthetics in a community. Structures and other facilities erected are in harmony architecturally and by use. The incongruous and garrish are avoided and discouraged. What Williamsburg has done, St. Augustine should do because its economic life depends so heavily on it. According to the Joint Committee on Design Control of the New York Regional Chapter of the American Institute of Planners (1958), Public action toward improving the appearance of communities should

1. Emphasize a positive search for beauty.
2. Carefully observe the distinctions between legislative and administrative actions as well as between matters for law or expert judgment, respectively.
3. Aim at liberating the creative well springs of the ultimate designers.
4. Work through a community wide design plan as an integral part of the comprehensive plan, providing neighborhood esthetic frame works for the design of individual structures.
5. Encompass all things seen from the public ways.

The initiation of activities by the St. Augustine Historical Restoration and Preservation Commission, at this time, is fortunate. This Commission, interested primarily in the ultimate restoration of historical St. Augustine will revitalize the old spirit and soul of the city and from this undertaking new concepts will be formed that will bring forth beauty in order and attractiveness in the aesthetic.

THE IMPRESSION ONE GETS OF A CITY IS OBTAINED LARGELY WHILE TRAVELING ALONG ITS HIGHWAYS

WHAT THE HIGHWAY TRAVELER SHOULD SEE...

BUT TOO OFTEN SEES!



CONTRAST WITH



A BEAUTIFUL EFFECT...

IMMEDIATELY LOST. SCREEN PLANNING SUGGESTED



CONTRAST WITH



BEAUTIFICATION OF BAYFRONT IN PROGRESS

REGULATION OF SIGNS AND
BUILDING SETBACKS RECOMMENDED

COMPATIBLE HIGHWAY
BUSINESS CAN BE AN
ASSET TO COMMUNITY
APPEARANCES THRU
THE USE OF GOOD
DESIGN, MODEST
ADVERTISING, AND
LANDSCAPING, SUCH
AS THIS.....



AND THIS,

BUT NOT THIS!

HISTORICAL RESTORATION



THE NUMBER ONE PROBLEM IS TO RESTORE THE
ATMOSPHERE AND CHARM SUBMERGED UNDER THE
INCONGROUS COMMERCIALISM THAT THREATENS
TO "KILL THE GOOSE THAT LAYS THE GOLDEN
EGG."



INCONGROUS COMMERCIAL EXPLOITATION OF
THE DIGNITY OF THE HISTORICAL THEME

THE PRIMARY PURPOSE OF SIGNS IS DIRECTION AND
IDENTIFICATION. THEY NEED NOT BE MASSIVE NOR
GARISH AND THEY SHOULD CONFORM TO THE CHARACTER
OF THE DISTRICT IN WHICH THEY ARE LOCATED.



GOOD DESIGN FOR DIRECTIONAL SIGNS



COMMERCIAL ENCROACHMENT ON A PARK



BILLBOARDS ENCROACHING ON RESIDENCE AREA



BLIGHTING THE APPROACHES TO HISTORIC AREA

CHAPTER VIII

RECOMMENDED PLANNING PROCEDURE

A plan with its textual information, diagrams, statistical tables, maps and recommendations is inert and static. To be useful as a guide to the future growth and development of the city, it must be activated and become a living, dynamic instrument. It is the foundation on which to build and therefore should be the beginning of a continuous operation.

Cities are dynamic organisms in a constant state of flux and the problems resulting from growth require constant study and consideration. Some relate to the physical structure of the city, some to its facilities and utilities and some have social implications. The frequent appearance of these perplexing problems often suggest major modifications and further refinements in the comprehensive plan drawn today.

The activation of the comprehensive plan must be the responsibility of some governmental department or an agency functioning independently of but in close cooperation with the governing body. Such agencies are commonly called Planning Boards, Planning Commissions or Planning and Zoning Commissions but regardless of the designation, their relation to government and their functions are the same.

THE PLANNING COMMISSION OF ST. AUGUSTINE

St. Augustine currently has a Planning Commission of eleven members appointed by the City Commission. It is a body of varied talents and abilities serving primarily in an advisory capacity to the City Commission, assisting in matters relating to planning policy and zoning. As a non-remunerative body, the Planning Commission occupies a peculiar position of trust between the people on the one hand and the governing body on the other. It is neither a legislative

nor an administrative body as constituted.

The number of members on the Planning Commission is greater than usually found. Commissions of five or seven members are far more effective than those larger. It is easier to get together, especially to get a quorum at meetings.

To become a more effective coordinating, research and planning agency, the Planning Commission should have available to it the services of someone who could act as liaison between the Planning Commission and the City Commission. This individual should be the City Engineer or someone designated by the City Manager. With such a staff officer, the Planning Commission could make studies, investigations and prepare recommendations to the City Commission on various matters such as streets, utilities, parks, recreation, parking, traffic and also on problems relating to economics, fiscal policy and taxation. As a research body, the Planning Commission could develop information on population growth, characteristics, trends and land uses.

STANDARD CITY PLANNING ENABLING ACT

The Standard City Planning Enabling Act, already law in many states, grants to municipalities the power to make and adopt a city plan and to create by ordinance a planning commission with stipulated powers and duties.

The legislature of Florida has never enacted a City Planning Enabling Act applicable generally to cities and towns. Should the 1961 session of the legislature enact such a measure, the St. Augustine Commission could be established thereunder with all the powers and duties prescribed in it. As a precautionary measure though, it is recommended that the City Commission prepare and have enacted a special act authorizing the creation of a Planning Commission and prescribing its duties and powers in detail. A special act of this kind was adopted several sessions ago for the City of Lakeland, Florida, under which a Planning agency was established as a function of government.

As the city grows and its various problems multiply and become more complex, the Planning Commission and its services will assume more importance. At such time it is possible that the initial staff officer will become a Director of Planning and one or more technicians will be added.

CITIZEN PARTICIPATION

Citizen committees and groups of lay workers often render invaluable services to the City Commission and Planning Commission. Carefully selected citizen groups can readily undertake specialized studies. For instance, a committee having among its membership, members of Garden Clubs, Woman's Club and one or more of the Men's Service Clubs, would be most helpful in formulating a policy on aesthetic control and beautification. Another citizen group could advantageously study housing needs and promote a Minimum Housing Code. Boy Scouts are also very useful to make traffic and parking surveys. Citizen participation in its various forms will not only produce good results but in the process many people will be enlightened as to the needs of the community.

WORK OF THE PLANNING COMMISSION

Now what are some of the things specifically that the Planning Commission should do? The members of the Planning Commission:

1. They should become familiar with the broad objectives of the Comprehensive Plan and urge action by the proper political group. They should initiate studies resulting in more detailed plans.
2. They should review the plans and ideas of public and private works to ascertain their affect on the objectives of the Comprehensive Plan.
3. They should devise ways and means of public education to stimulate and stir to action the public consciousness. The Planning Commission can illustrate the benefits to be derived from the plans projected and explain why they are necessary.
4. They should attempt to coordinate the thinking of various public groups with those of the official governing body.
5. All subdivision plats should be referred to the Planning Commission prior to approval by the City Commission. In order to give the Planning

Commission an opportunity to offer suggestions in the formative stages of land subdivision, it should be required that a preliminary plat be submitted to the Planning Commission, after which the subdivider can proceed to prepare the final, more detailed plat in greater confidence of the approval of the City.

6. Plans for public works, such as streets, utilities, parking facilities, parks, and other community facilities, should be reviewed by the Planning Commission for recommendations involving the coordination of these plans with the Comprehensive Development Plans of the City.
7. All purchases or sale of city property should be studied by the Planning Commission, which should make recommendations regarding the effect of such action on the General Land Use Plan.

As a means of further establishing the importance of the Planning Commission in the process of government, it is recommended that the Planning Commission prepare an annual report to the City Commission, such report to include:

1. An evaluation of the status of the Comprehensive City Plan, including a review of each major element of the Plan. The evaluation should include a discussion of features requiring immediate attention; problems encountered in carrying out phases of the plan; cooperation of other governmental bodies; public acceptance of the Plan, and modifications recommended to adjust the Plan to changing conditions.
2. A list of specific projects initiated and/or completed during the year under review.
3. A list of specific projects proposed for the coming year, including, but not necessarily limited to projects involving the expenditure of funds for capital improvements.
4. Annual revision of the Capital Improvements Budget. In order to maintain a Six-Year Capital Improvements Budget, it may be necessary to re-schedule some items and it will be necessary each year to extend the budget for an additional year.

FINANCING

Financing is always a problem in any community--large or small. Practically all planning operations will have to be included in the operation budget. A sum of a few thousand dollars will go far to launch the program--say \$7,500.00. As the work progresses from year to year, more can be added.

Following is a model Planning Advisory Board Ordinance suggested by the Planning Department of the Florida Development Commission:

SUGGESTED PLANNING ADVISORY BOARD
ORDINANCE

AN ORDINANCE CREATING A PLANNING ADVISORY BOARD, PROVIDING FOR THE APPOINTMENT AND TERMS OF OFFICE OF THE MEMBERS THEREOF, DEFINING THE POWERS AND DUTIES OF SAID BOARD, REPEALING ALL ORDINANCES IN CONFLICT THEREWITH AND DECLARING AN EMERGENCY.

BE IT ORDAINED BY THE (Governing Authority) OF THE CITY OF _____, FLORIDA, in order to guide and accomplish a coordinated, adjusted, and harmonious development of (Municipality) and its environs which will, in accordance with present and future needs, best promote health, safety, morals, order, convenience, prosperity, and general welfare, as well as efficiency and economy in the process of development; including among other things, adequate provision for traffic, the promotion of safety from fire and other dangers, adequate provision for light and air, the promotion of healthful and convenient distribution of population, the promotion of good civic design and arrangement, wise and efficient expenditure of public funds. That the (Name of the City) Planning Advisory Board, hereinafter referred to as the Planning Board, is hereby created and established and said Planning Board shall be organized and empowered as follows:

Section 1. Membership. The Planning Board shall consist of five members, who shall be residents of the City of _____, Florida, and appointed by the (Governing Authority) of the City. The terms of the members shall be for four years, except that in the appointment of the first Planning Board under the terms of this ordinance the first member shall be appointed for a term of one year, the second member shall be appointed for a term of two years, the third member shall be appointed for a term of three years, and the remaining members shall be appointed for terms of four years, each with eligibility for reappointment. Any vacancy in membership shall be filled for the unexpired term by the (Governing Authority) who shall have the authority to remove any member for cause, upon written charges, after a public hearing. All members shall serve without compensation, but may be reimbursed for actual expenses incurred in connection with their official duties.

The Mayor and (Designated Officials) shall be ex officio members of the Planning Board and shall receive no compensation for their work on the Planning Board other than the fixed salary of their office.

Section 2. Quorum. Three members of the Planning Board shall constitute a quorum for the transaction of business providing, however, that no action shall be taken which is binding upon said Planning Board unless concurred in by not less than a majority of all members comprising the Planning Board.

Section 3. Organization, Rules, Staff and Finances. The Planning Board shall elect its Chairman from among its members. The term of the Chairman shall be one year with eligibility for re-election. The Planning Board shall appoint a Secretary, who may be an officer or employee of the municipality. The Planning Board shall make its own rules of procedure and determine its time of meeting. All meetings of the Planning Board at which official action is taken shall be open to the public and all records of the Planning Board shall be a public record.

The Planning Board may appoint such employees and staff as it may deem necessary for its work and may contract with the State Planning Agency, city planners and other consultants for such services as it may require. The expenditure of the Planning Board, exclusive of gifts, shall be within the amounts appropriated for the purpose by the (Governing Authority).

Section 4. Powers and Duties. From and after the time when the Planning Board shall have organized and selected its officers and shall have adopted its rules of procedure, then said Planning Board shall have all the powers, duties and responsibilities set forth herein.

Section 5. Comprehensive Plan. The Planning Board shall have the power and the duty to prepare and recommend to the (Governing Authority) for adoption of a Comprehensive Plan for the physical development of the City of _____ and to perfect it from time to time. In conducting its work the Planning Board may consider and investigate any subject matter tending to the development and betterment of the municipality and may make recommendations as it may deem advisable concerning the adoption thereof to the (Governing Authority). Such Comprehensive Plan may show, among other things: existing and proposed streets, highways, expressways, bridges, tunnels and viaducts and approaches thereto; routes of railroads and transit lines; terminals, ports and airports; parks, playgrounds; forests, reservations, and other public open spaces; sites for public buildings and structures; districts for residence, business, industry, recreation, agriculture and forestry; special districts for other purposes; limited development districts for purposes of conservation; water supply, sanitation, drainage, protection against floods, and the like; areas for housing developments, slum clearance, urban renewal and redevelopment; location of public utilities whether publicly or privately owned, including but not limited to sewerage and water supply systems; together with time and priority schedules and cost estimates for the accomplishment of the proposals. The Comprehensive Plan shall be based upon and include appropriate studies of the location and extent of present and anticipated use of land, population, social and economic resources and problems, and other useful data. The Comprehensive Plan shall be a public record, but its purpose and effect shall be solely to aid the Planning Board in the performance of its duties.

Section 6. Zoning. The Planning Board shall act as the Zoning Commission for the City of _____ as provided for in Municipal Zoning, Chapter 176, Florida Statutes, and shall have all the powers, duties and responsibilities set forth therein.

Section 7. Subdivision of Land. The Planning Board shall prepare and recommend to the (Governing Authority) for adoption rules and regulations governing the approval of maps and plats of the subdivision of land within the corporate limits of the City of _____ in accordance with the requirement of Maps and Plats, Florida Statutes, Chapter 177.

Section 8. Conflicting Ordinances. All ordinances and parts of ordinances in conflict herewith are hereby repealed.

Section 9. Emergency Clause. Whereas in the judgement of the (Governing Authority) of the City of _____ the public peace, public health and

public safety of said City and the inhabitants thereof are endangered and the public welfare demands it, an emergency is hereby declared to exist, whereby this ordinance shall take effect from and after its passage.

Passed and approved by the (Governing Authority) this ____ day of _____, 19__.

MAYOR

Attest:

Title

CHAPTER IX

ANNEXATION

The necessity of Annexation is not an urgent matter at St. Augustine. The land uses inventory reveals many vacant lots and tracts suitable for building and subdivision. A population of at least twice that now resident can be accommodated within the present limits. With land reclamation from the marshes and rivers within the corporate area, additional land could care for still more people. At the present rate of growth, no expansion of the corporate area should be considered for many years.

CHAPTER X.

CAPITAL IMPROVEMENTS BUDGET

The rapid growth of Florida cities has multiplied the number of community problems and magnified their complexity. Improvements lag far behind vital and actual needs. Too often, projects under construction should have been completed last year. Uncoordinated piece meal attempts to catch up without the benefit of intelligent planning can cause serious financial difficulties in the future.

Paralleling the urgent need for capital improvements are funds to finance improvements. What is the ability of the community to raise money to pay for improvements? What is its current fiscal position and what are the probable sources of revenue to supply debt service income? These are problems the city must determine in scheduling a capital improvement program. The amount of general obligation bonds a city may issue to finance streets, community buildings, City Hall, fire stations and land purchases is usually limited by charter direction and by the debt service outstanding. Revenue bonds are dependent on revenues to amortize the debt service, such as parking meter revenues, utility taxes, cigarette taxes, etc. Then too, the amount of money that can be voted for general obligation bonds depends on the Assessed Valuation and particularly on the value of non-exempt properties. When the fiscal analysis shows the amount of money that can be anticipated from the various sources, then the schedule of capital requirements can be made.

The Capital Improvements Budget gives the city a clear picture of its future capital needs, their estimated cost and method of financing. Capital Improvements programming has its roots in the general over-all planning for the growth and development of the city and its fiscal administration. The budget is a moving timetable of projects and facilities needed to be carried out during

a specified period.

The various projects, facilities and lands included in the Capital Improvements Budget are based upon community need as reflected by the comprehension plan studies of St. Augustine and its urban area. Fortunately, not all these various projects are required at one time; some are more essential and urgent than others. Some projects may even be effectuated under allocations made in the annual operating budget, while others must be financed through the issuance of bonds, either general advalorem tax bonds, revenue certificates or bonds.

Each year the Capital Improvements Budget should be reviewed, revised and projected another year to keep abreast of changing conditions. It is a continuing process based on the city's resources and ability to pay. Because the city never remains static, the Capital Improvements Budget must be flexible.

Such major projects as sewerage, sewage disposal, water distribution and pumping are planned in detail by engineers specialized in those fields. Such projects are financed largely by either general or revenue bonds payable over a period of years. When revenue bonds are used the customers pay a monthly charge to defray the debt service, operations and administration costs. Streets, on the other hand, and drainage facilities do not produce revenues so must be financed through the issuance of general bonds for which an advalorem tax is levied each year. Community centers, recreation facilities, fire stations and libraries must also be financed through the issuance of general advalorem tax bonds. City Halls and possibly fire and police stations, may be financed by revenue bonds payable out of rents paid for occupancy.

A capital improvement may be defined as a major improvement or betterment of a recurring nature to the physical plant of the municipality as differentiated from ordinary repairs or maintenance of a recurring nature. It includes expenditures for construction, reconstruction, replacement, major repair, addition or

other improvements to public buildings, highways, bridges, parks, playgrounds, utilities or other public works or any facility or structure appurtenant to any of these, or any expenditure for the purchase of land, building, structure or major equipment.

Included in this budget is a proposal for urban renewal and redevelopment. As a city ages some areas will become obsolete. Buildings, utility systems, and land uses in these areas require an overhaul or complete redevelopment. Expenditures for this purpose should be viewed as a depreciation fund similar to that allowed in business and industry. Blighted areas of a city are not productive of a good life for its inhabitants, and periodically renewal projects will be required to avoid the development of slums that will constitute a major drain on the city's resources.

The following list attempts to evaluate the various projects in accord to their priority of necessity and the maximum benefit they contribute to their general welfare.

BUDGET COMMENTARY

In anticipation of work to be undertaken within the historical area by the Historical Restoration and Preservation Commission and, in preparation for the quadricentennial celebration a decision should be reached by the City Commission on certain projects for which a bond issue would be necessary.

A City Hall may not be an urgent necessity at this moment but a Central Fire and Police Station is. Because restoration activities will be accelerated henceforth, it is timely to consider a City Hall also. Then, the Civic Center building should be improved and enlarged with more facilities to make it into a multiple purpose tourist reception center--community center--auditorium, etc. A Fire station in West Augustine is a necessity now. These various items could

well be included in a single bond issue.

City Hall	\$300,000
Central Police and Fire Station	100,000
Fire Station, West Augustine	45,000
Expansion, Civic Center	75,000

These estimated costs include land and buildings, except in the case of the Civic Center, which covers improvements only.

These are a number of other improvements that should also be provided but they can be spread over a longer period of time. These are:

Expansion of Central Library	\$ 30,000
Urban Renewal Participation	200,000
Off Street Parking Facilities	500,000

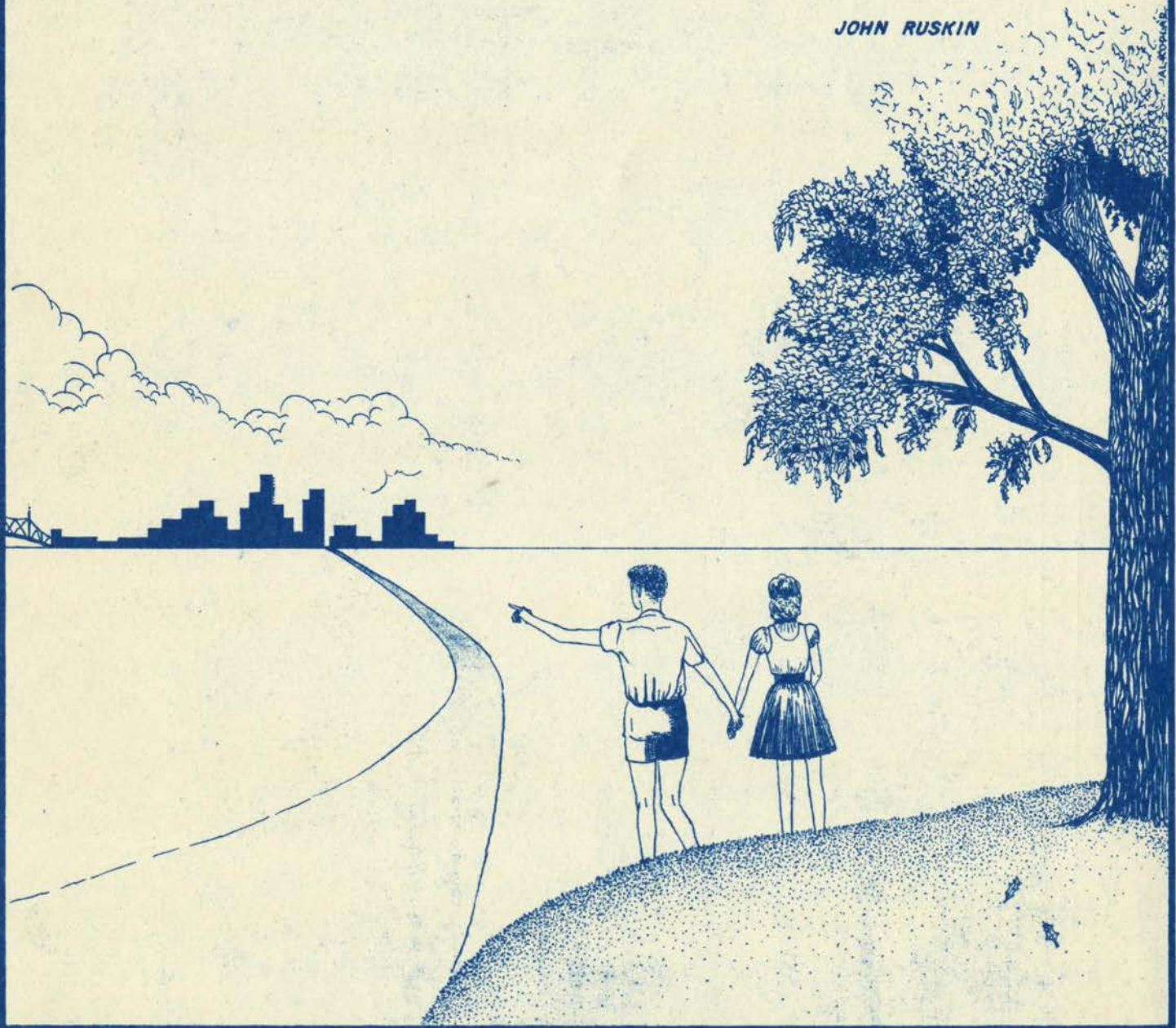
The work on the library is not urgently needed but should be considered in cooperation with the Restoration and Preservation Commission. The Urban Renewal Participation will not be required until St. Augustine is eligible for government assistance under Florida enabling provisions that are not yet available. The legislature of 1961 may act on this matter and if so, the City will want to make progress.

The off street parking facilities are needed now to serve the Central Business District which will be active for a considerable time but when the historical restoration has come to pass, the off street facilities can service the thousands of people who it is expected will visit the historical area. The Urban Renewal Participation may result from the impounding of cigarette tax money or from the proceeds of a Utility tax. The off-street parking facilities can be financed through the use of Revenue Certificates or bonds based on parking meter receipts.

In addition to the items set forth above, the City Commission should allocate annually in the budget a sum of at least \$20,000 for the acquisition and development of parks and recreation facilities, and \$100,000 - \$200,000 annually for six years for street improvements over and above the funds now budgeted.

*"WHEN WE BUILD LET US THINK WE BUILD FOREVER, LET IT NOT
BE FOR PRESENT DELIGHT NOR FOR PRESENT USE ALONE. LET IT
BE SUCH WORK AS OUR DESCENDANTS WILL THANK US FOR, AND LET
US THINK, AS WE LAY STONE ON STONE, THAT A TIME IS TO COME
WHEN THESE STONES WILL BE HELD SACRED BECAUSE WE HAVE
TOUGHENED THEM, AND, THAT MAN WILL SAY AS THEY LOOK UPON
THE LABOR AND WROUGHT SUBSTANCE OF THEM: SEE, THIS OUR
FATHERS DID FOR US."*

JOHN RUSKIN



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